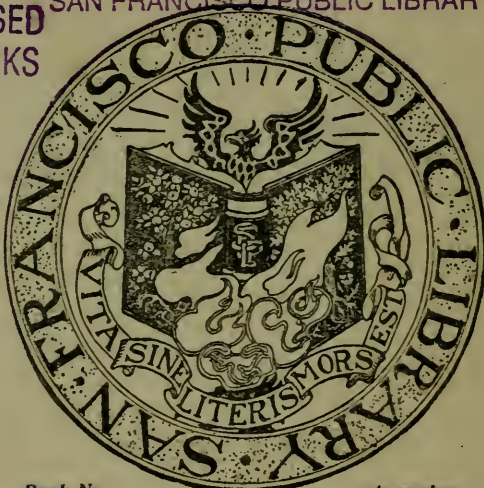




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San Francisco. Grand Jury.

# FINAL REPORT

OF

# THE GRAND JURY

---

Impaneled by

HON. GEORGE A. STURTEVANT

Presiding Judge Superior Court, City and County of San Francisco,  
December 16, 1914.

---

Discharged by

HON. JAMES M. TROUTT

Presiding Judge Superior Court, City and County of San Francisco,  
December 14, 1915

---

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## CONTENTS.

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	Page
Members of Grand Jury .....	4
Committees .....	7
Indictments .....	10
Report on Mayor's Office .....	13
Report on Public Administrator's Office .....	14
Report on District Attorney's Office .....	15
Report on Treasurer's Office .....	17
Report on Assessor's Office .....	18
Report on Tax Collector's Office .....	20
Report on Auditor's Office .....	21
Report on County Clerk's Office .....	23
Report on Recorder's Office .....	25
Report on Board of Supervisors .....	26
Report on Coroner's Office .....	27
Report on Superior Courts .....	28
Report on Detention Home .....	28
Report on Justices' Courts .....	30
Report on Police Department and Police Courts .....	30
Report on Sheriff's Office and County Jail .....	35
Report on School Department .....	39
Report on Public Libraries .....	50
Report on Board of Public Works, Streets, Sewers and Railways .....	51
Report on Fire Department .....	60
Report on Board of Health, Relief Home, City and County Hospital and St. Catherine's Home.....	63
Report on Department of Election Commissioners and Registrar of Voters .....	89
Report on Water Front .....	91
Report on Parks and Public Squares .....	94
Report on Public Playgrounds .....	97
Report on Civil Service Commission .....	102
Report on Public Morals and Places of Amusement .....	104
Report on City and County Attorney's Office.....	108
Recommendations .....	111
Accountant's Report .....	116
Resolutions .....	117
In Memoriam .....	119



## MEMBERS OF GRAND JURY

---

SAMUEL ADELSTEIN.....	1834 Baker Street
PATRICK DEGAN.....	2958 Washington Street
WILLIAM P. FILMER.....	330 Jackson Street
ABRAHAM L. FRIEDLANDER.....	38 Sansome Street
HENRY GOLDMAN.....	1568 Divisadero Street
MATTHEW A. HARRIS.....	Fifth and Brannan Streets
JOSEPH KRAUS.....	723 Hampshire Street
JOSEPH F. LAHANEY.....	902 Potrero Avenue
BRADFORD LEAVITT.....	2511 Octavia Street
CHARLES C. LEVEY.....	945 Fillmore Street
FRANK MALLOYE.....	2107 Vallejo Street
JOSEPH MULVIHILL.....	135 Buchanan Street
WILLIAM O'SHAUGHNESSY.....	630 Page Street
GEORGE C. SALCH.....	718 Mission Street
J. E. SCULLY.....	2449 Larkin Street
BEN SELIG.....	350 North Willard Street
FRANK A. SMITH.....	1050 Lake Street
GEORGE H. WALKER.....	2174 Union Street
E. C. WRIGHT.....	Clift Hotel







REPORT OF THE GRAND JURY OF THE CITY  
AND COUNTY OF SAN FRANCISCO, STATE  
OF CALIFORNIA, FOR THE TERM BE-  
GINNING DECEMBER 16, 1914, AND  
ENDING DECEMBER 14, 1915.

---

To the Honorable, the Presiding Judge of the Superior Court,  
in and for the City and County of San Francisco, State  
of California—

Sir: The Grand Jury have the honor to report as fol-  
lows:

In accordance with the requirement of law, the Grand Jury was impanelled by Hon. George A. Sturtevant, Presiding Judge of the Superior Courts of the City and County of San Francisco, and the following citizens were sworn in December 16, 1914: William P. Filmer, Samuel Adelstein; Patrick Degan, A. L. Friedlander, Henry Goldman, M. A. Harris, Joseph Kraus, J. F. Lahaney, Bradford Leavitt, C. C. Levey, Frank Malloye, Joseph Mulvihill, Wm. O'Shaughnessy, G. C. Salch, J. E. Scully, Ben Selig, F. A. Smith, G. H. Walker, and E. C. Wright.

His honor appointed William P. Filmer foreman, who immediately called the Grand Jury together for the purpose of organizing. Joseph Mulvihill was elected Secretary and Howard Vernon was chosen Reporter for the Body. Tuesday evening of each week was selected as the time for the regular meetings of the Grand Jury and its labors then commenced.

It has been the endeavor of this Body at all times to conform strictly to the statutes prescribing the duties of Grand Juries and to carry out the work so ably presented in the charge of the impanelling Judge.

As no investigation by a Grand Jury of the financial accounts of the several departments of our City and County was made in the year 1914, we deemed it necessary to cause the investigation by this Body to cover the fiscal year period of 1914 and 1915. Mr. Russell Pierce was selected to do this most important work and although the task was one of considerable magnitude, Mr. Pierce in a most able and satisfactory manner presented reports on all City and County Departments. These reports are quite voluminous and as they were made largely for the benefit and guidance of those committees having in charge the investigations of the several departments, are not printed. Attention is called to our report recommending a needed uniform or central accounting system to coordinate with the Auditor's Office and it may be suggested in passing that many of the departments may well adopt the more modern systems in use in several of the departments examined by the accountant.

## GRAND JURY STANDING COMMITTEES

---

William P. Filmer, Foreman, and Joseph Mulvihill, Secretary, Ex-Officio Members of all Committees.

---

*Board of Public Works, Streets, Sidewalks, Sewers and Street Railroads.*

FRANK MALLOYE, Chairman.

JOSEPH KRAUS,

CHAS. C. LEVEY,

WILLIAM O'SHAUGHNESSY.

*Treasurer and Auditor*

WILLIAM O'SHAUGHNESSY, Chairman.

GEO. C. SALCH,

J. E. SCULLY.

*Police Department and Police Courts*

BEN SELIG, Chairman.

WM. O'SHAUGHNESSY,

SAMUEL ADELSTEIN,

FRANK SMITH,

A. L. FRIEDLANDER.

*Coroner and Public Administrator*

GEO. C. SALCH, Chairman.

GEO. WALKER,

BRADFORD LEAVITT.

*Department of Public Health, Almshouse, Receiving Hospitals, City and County Hospital and St. Catherine's Home*

SAMUEL ADELSTEIN, Chairman.

BRADFORD LEAVITT,

J. E. SCULLY,

MATTHEW A. HARRIS.

*Department of Elections, Commissioners and Registrar*

JOSEPH LAHANEY, Chairman.  
ABRAHAM L. FRIEDLANDER,  
FRANK MALLOYE.

*Mayor and Supervisors*

MATTHEW A. HARRIS, Chairman.  
PATRICK DEGAN,  
FRANK SMITH.

*Water Front*

JOSEPH KRAUS, Chairman.  
CHAS. LEVEY,  
BEN SELIG.

*Tax Collector and Assessor*

ABRAHAM FRIEDLANDER, Chairman.  
EDWARD C. WRIGHT,  
HENRY GOLDMAN,  
GEORGE WALKER.

*County Clerk and Recorder*

HENRY GOLDMAN, Chairman.  
FRANK MALLOYE,  
BEN SELIG.

*Parks, Public Squares and Playgrounds*

S. ADELSTEIN, Chairman.  
GEORGE WALKER,  
PATRICK DEGAN.

*Sheriff and County Jail*

GEORGE WALKER, Chairman.  
JOSEPH KRAUS,  
GEO. C. SALCH.

*Public Morals and Places of Amusement*

BRADFORD LEAVITT, Chairman.  
EDWARD C. WRIGHT,  
CHAS. LEVEY.

*School Department, Public Libraries, Reading  
Room and Law Library*

E. C. WRIGHT, Chairman.

WM. O'SHAUGHNESSY,

MATTHEW HARRIS.

*Fire Department and Department of Electricity*

F. A. SMITH, Chairman.

S. ADELSTEIN,

J. F. LAHANEY.

*Superior Courts and Justices' Courts*

FRANK MALLOYE, Chairman.

J. F. LAHANEY,

HENRY GOLDMAN.

*District Attorney and City and County Attorney*

CHAS. LEVEY, Chairman.

GEORGE H. WALKER,

J. E. SCULLY.

*Civil Service Commission*

J. E. SCULLY, Chairman.

A. L. FRIEDLANDER,

BEN SELIG.

HOWARD VERNON, Official Stenographer.

HENRY N. POWELL, Corporal of Police, de-  
tailed for Grand Jury duty.

**Meetings**

During the year ninety-nine meetings were held by the Body of this Grand Jury and very frequent meetings were held by the several committees. Our regular Tuesday evening meetings were very largely employed in investigations of criminal matters presented by the District Attorney's Office and other sources.

One hundred and fifteen cases of this character were investigated and seventy-three indictments were found and presented to the Presiding Judge, to wit:



Horton F. Phipps.....	Extortion.
George P. Miller.....	Obtaining Money by False Pretenses.
Vernon W. Fowler.....	Murder.
Juan Sanchez .....	Grand Larceny.
Francisco Rafael .....	Grand Larceny.
Wong Wah, alias Kim Lum....	Assault with Intent to Commit Murder.
W. L. Claibourne.....	Perjury.
George W. Jorgensen.....	Embezzlement.
George W. Jorgensen.....	Violating Section 563 of the Penal Code.
John A. Prentice.....	Obtaining Money by False Pretenses.
Aaron Simonoff .....	Violating Section 207 of the Penal Code.
E. Owen .....	Perjury.
J. H. Cranford.....	Perjury.
George F. Ryan.....	Perjury.
George Sullivan .....	Perjury.
James F. Grace.....	Perjury.
Thomas H. Benner.....	Perjury.
Thomas Stallard .....	Perjury.
Frank McArdle .....	Perjury.
H. L. Stilwell.....	Perjury.
H. Barron .....	Perjury.
Harry L. Swift.....	Grand Larceny.
D. H. Thanel.....	Assault with Intent to Commit Murder.
Otto Walters .....	Murder.
Charles Felker .....	Murder.
Somax S. Mash.....	Rape.
Jack Thomas .....	Forgery.

Frank Terramorse .....	Omitting to Provide for a Minor Child.
Fay Inez Molera.....	Contributing to the Dependency of a Minor Child.
N. F. Wilson.....	Obtaining Money by False Pretenses.
F. W. Gillette.....	Obtaining Money by False Pretenses.
Bernard Burns .....	Perjury.
Charles F. Schrieber.....	Perjury.
John Doe, alias Chas. Walter..	Perjury.
Jane Doe .....	Perjury.
Morris C. Miller.....	Violating Section 563 of the Penal Code.
Charles F. Battelle.....	Violating Section 270 of the Penal Code.
Louis Hammond .....	Forgery.
Louis Hammond .....	Obtaining Money by False Pretenses.
Ralph Hovis .....	Forgery.
Ralph Hovis .....	Obtaining Money by False Pretenses.
Joseph Monahan .....	Forgery.
Joseph Monahan .....	Obtaining Money by False Pretenses.
Benjamin Blum .....	Abandonment and Neglect of Wife.
Frederick W. Smith.....	Violating Section 270 of the Penal Code.
Dwight E. Price.....	Grand Larceny.
Dwight E. Price.....	Felony, Embezzlement.
Willa A. Hughes, alias Willa Radford .....	Grand Larceny.

Willa A. Hughes, alias	
Willa Radford .....	Grand Larceny.
Carl F. Haas.....	Violating Section 270 of the Penal Code.
James Williams .....	Robbery.
Nino Crivello .....	Obtaining Money by False Pre- tenses.
Phillip Crivello .....	Obtaining Money by False Pre- tenses.
John M. Chretien.....	Forgery.
E. R. Barrow.....	Embezzlement.
Harry Welsh .....	Grand Larceny.
Thomas Caulfield .....	Grand Larceny.
Al. De Armond.....	Grand Larceny.
Frederick Greisheimer .....	Obtaining Money by False Pre- tenses.
J. W. Treadwell.....	Embezzlement.
Fred Bates .....	Robbery.
John Doe .....	Robbery.
Louis Silberman .....	Forgery.
Dr. R. S. Chamley.....	Obtaining Money by False Pre- tenses.
George R. Pryor, alias	
Nathan Warren Gaillard....1.	Obtaining Money by False Pretenses.
George R. Pryor, alias	
Nathan Warren Gaillard....2.	Obtaining Money by False Pretenses.
George R. Pryor, alias	
Nathan Warren Gaillard....3.	Obtaining Money by False Pretenses.
Fred Abbott.....	Embezzlement.
Edgar Ashworth .....	Violating Section 476a of the Penal Code.
F. O. Cramer.....	Embezzlement.



WILLIAM P. FILMER. FOREMAN



F. O. Cramer.....	Embezzlement.
George Roy Davidson.....	Grand Larceny.
Robert D. Jones.....	Obtaining Money by False Pre- tenses.

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The reports of the several committees appended herewith indicate to some extent the other labors of this Grand Jury.

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## MAYOR

San Francisco, Cal., December 7, 1915.

To the Foreman and Members of the Grand Jury of the City and County of San Francisco:

Gentlemen—Your Committee appointed to investigate the office of the Mayor of the City and County of San Francisco beg to report the following as the result of their investigation:

We find the system of handling the departmental business of the Mayor's Office to be conducted on business principles throughout the various ramifications.

The bonds handled through this office of both personal and surety covering contracts, public officials, etc., are carefully examined upon presentation, and if found wanting are rejected.

In the matter of city rentals and sales of real estate, we find that they are conducted for the city by responsible real estate firms under sufficient bond, and that collections find their way to the Treasurer's Office within twenty-four hours after receipt from the tenant or purchaser of city property.

The Robinson-Windell Bequest Funds, a charitable fund, is administered in the Mayor's Office, and the charity investigation system is certainly to be commended.

The books and files in the Mayor's Office and the tremendous increase in the character of the business of that office warrants such additional clerical force as might be requested by the Mayor from time to time, the average citizen not appreciating the various functions of this office.

Your Committee was courteously received and afforded every facility in its investigation by the attaches of the Mayor's Office.

Respectfully submitted,

M. A. HARRIS,  
F. A. SMITH.

---

## PUBLIC ADMINISTRATOR

San Francisco, Cal., November 30, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee on the Public Administrator's Office herewith tenders its final report.

We have made an investigation of this office and have satisfied ourselves that the office is being conducted in a business-like manner. The Public Administrator informs us that no account of his office has been contested in the past ten years and this fact speaks volumes for the care and precision which must be taken in presenting estate accounts in probate.

All records, books and facilities of the office were placed at our disposal and our Accountant has reported that the books are being properly maintained. The Public Administrator employs a Public Accountant to make a semi-annual audit for his own protection.

Respectfully submitted,

GEO. C. SALCH,  
G. H. WALKER,  
BRADFORD LEAVITT.



## DISTRICT ATTORNEY

San Francisco, Cal., April 6, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee on District Attorney respectfully reports as follows:

The work of the District Attorney's Office has been ably and efficiently conducted by the District Attorney and his corps of assistants.

The District Attorney's Office is sadly in need of a law library, and we recommend that a library similar to that in the City Attorney's Office be placed at the disposal of the District Attorney, and also for the use of the Superior Judges and Police Judges in the Hall of Justice.

We also recommend that an additional office be given the Bond and Warrant Department, where cases concerning women and children may be heard separate and apart from other cases.

It is the judgment of your Committee that the District Attorney's Office has more need for an automobile than any other department in the City Government with the exception of the Police Department and the Fire Department.

The Bond and Warrant Department must be kept open all night, and the employees on duty there are required to take dying statements. The assistant taking the statement must go out when called any time of the day or night, and great haste is needed to arrive at the bedside of the dying person. We believe for this reason alone the District Attorney's Office should have an automobile.

Nearly one million dollars in money is taken in every year as bail money by the District Attorney's Office. This money the District Attorney is required to deposit twice a day with the Treasurer, and a great risk is taken in carrying large amounts to the Treasurer's Office.

The District Attorney is required from time to time, without scarcely any notice, to appear before the Federal Court or the Appellate Courts on Habeas Corpus matters and is required to bring law books with him. When it is necessary to take these books to court the District Attorney is compelled to ask aid from the Police Department and he is furnished with the services of a police officer for that purpose.

The District Attorney is required to visit all parts of the city to investigate alleged offenses and much time is wasted in traveling to and from places owing to the fact that the office is not provided with an automobile.

Your Committee ascertained that the District Attorney's Office in Los Angeles is provided with four machines. The District Attorney's Office of Alameda County is provided with two machines.

Your Committee also ascertained that the District Attorney's Office of San Francisco handles more work than the District Attorney's Office of Los Angeles and Alameda County combined.

Your Committee recommends that the Finance Committee of the Board of Supervisors be asked to appropriate the sum of \$3,500.00 for the purchase of an automobile for the District Attorney's Office.

Respectfully submitted, .

CHAS. C. LEVEY,  
G. H. WALKER,  
J. E. SCULLY.

## TREASURER

San Francisco, Cal., November 19, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee appointed to investigate the Treasurer's Office, went into the details of the office as much as possible. We were greatly impressed with the systematic and orderly manner in which the whole office is conducted.

The Treasurer showed us through the office and thoroughly explained how the business of the City's Banking is conducted, which seemed to the committee to be in every way practical and business-like.

Upon examining the Treasurer's books, they showed that the work is neatly and carefully done, and all in first-class order, as attested to by expert accountants.

The Treasurer's clerks were very attentive and courteous and showed us every possible attention. Everything was well regulated, and all securities and accounts are accessible for immediate investigation.

Respectfully submitted,

WILLIAM O'SHAUGHNESSY,  
J. E. SCULLY,  
GEO. C. SALCH.

---

San Francisco, Cal., December 10, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—I beg to advise you that in connection with the Representative of the Bonding Company, I verified the securities in the Office of the Treasurer of the City and

County of San Francisco, same being held by him to secure the deposits of public moneys in various banks throughout the State.

This audit covered a period of five days, January 14th to January 18th, 1915 inclusive, and we found the records to be correct.

Respectfully submitted,

J. S. REARDON.

---

### ASSESSOR

San Francisco, Cal., November 11, 1915.

To the Foreman and Members of the Grand Jury of the City and County of San Francisco:

Gentlemen—Your Committee begs to report that they have found the Assessor's Office ably and economically conducted by the Assessor and his deputies. He has had a number of years' experience as the former Assessor's Chief Deputy and is particularly fitted to fill the position he occupies, having had many years' experience as a Bank Cashier, and in Mercantile business.

His wide experience in systematic accounting has led him to introduce several valuable methods of handling the intricate business of his office, and we find his plans of equitable assessment of Real Estate and improvements to be up to date and in line with the latest systems installed in New York City, Chicago, Cleveland and other large Eastern cities that have employed expert accountants to install them at great expense. The Assessor has copied the best that these cities have adopted without any additional cost to this city.

The present average cost per single assessment, based on total expense of the office and including the collection of taxes on unsecured personal property, which amounts to

nearly a million dollars, was 28 cents, the lowest of any county in the state. In New York City it is 99 cents. The cost of assessment per \$1,000 assessed value is 15 4/10 cents, against one dollar in 1880 and 20 cents in 1910.

One of the most commendable features of the Assessor's work is his energy in seeking and obtaining copies of maps of San Francisco that had never been filed in the county recorder's office, although they are the foundation of titles to valuable property and streets.

The first official map of the town of San Francisco was that of Wm. E. Eddy, which was filed in the office of the United States District Court of the Territory of Oregon, November 7, 1849, then in session in San Francisco, but never filed in the Recorder's Office.

The Assessor found by a search made in the Patent Office at Washington, D. C., that it was copyrighted February 1, 1850, and the law at that time required the filing of the same in the United States District Court; the records of that court are now in Salem, Oregon, where he obtained a photographic copy of same.

Many of the 250 maps the Assessor has gathered are copies of exhibit maps used in the courts in disputed land titles, and he has added to his collection an index of the decisions of the Supreme Court of California on all cases affecting titles to lands and streets in San Francisco.

Your Committee recommends that the Board of Supervisors would be justified in making larger appropriations for this office, so that the Assessor is not handicapped in continuing his good work, which is wholly for the benefit of the taxpayers of San Francisco.

Respectfully submitted,

A. L. FRIEDLANDER,  
E. C. WRIGHT,  
G. H. WALKER,  
HENRY GOLDMAN.

## TAX COLLECTOR

San Francisco, Cal., November 11, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee finds that the affairs of the Tax Office as administered by the Tax Collector, are indeed in extremely good hands when entrusted to him. It did not take your Committee long to ascertain to what extent the Tax Collector regulated the conditions in his office, for upon investigation we found that the public, with whom he deals almost exclusively, are handled expeditiously and courteously, and he has assigned his work to the different deputies in such a manner as to bring about the highest state of efficiency that could possibly be attained and, in our estimation, this office is the last word in a well-regulated mercantile institution, notwithstanding the fact of its being a municipal office.

Your Committee did not stop with this investigation of the affairs of the Tax Office within its own confines, but went further and quizzed the taxpaying public, who under former conditions, were subject to inconveniences that created much agitation around the City Hall, and upon this investigation found that the public unanimously had nothing but words of praise for the manner in which the Tax Collector handled the collections during his incumbency.

In the License Department, notwithstanding legislation that curtailed some of the revenue of this Department, the Tax Collector showed a very handsome increase during his first year's incumbency of \$35,561.25, and while he has only proceeded with a few months of his second year, we have every reason to believe that the same proportionate gain will be shown. Our expert has very carefully delved into the bookkeeping in both branches of the Tax Office and finds conditions equally gratifying, the methods in use being so systematized and simplified as to leave hardly a possibility of any leakage and should any discrepancy occur it could be immediately rectified.



In conclusion we again heartily commend the Tax Collector for the very capable and efficient manner in which he governs the affairs of the Tax Collector's Office.

Respectfully submitted,

A. L. FRIEDLANDER,  
HENRY GOLDMAN,  
G. H. WALKER,  
E. C. WRIGHT.

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### AUDITOR

San Francisco, Cal., November 22, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee made a thorough inspection of the various departments of the Auditor's Office and have nothing but words of praise for the very satisfactory manner in which the present Auditor conducts the important duties entrusted to him.

During the past four years the volume of work in the Auditor's Office has more than doubled by reason of additional duties placed upon the office through Acts of the Legislature, the natural increase in the volume of general municipal work and the great increase of work incidental to bond issues, tunnel assessments and the extension of the municipal railway system. Included in the new work now assigned to the Auditor's Office, for instance, is the making of separate reports on banking institutions as required by the new law partitioning state and county taxation. This work was formerly done by the State Board of Equalization. Other new work covers the duplicate extensions of the assessment roll, enumerating properties, extending valuations, and computing and entering the tax necessary to pay the principal and interest on bonded indebtedness.



The Auditor must also submit to the State Controller a full detailed report of all the financial transactions of the city and county. The new system of assessing property by **lot and block number** instead of by metes and bounds makes it necessary to enter assessments and taxations against each lot instead of grouping the amounts of one owner in a block, and the detail work in the Auditor's Office on this item alone has very largely increased. The Auditor also keeps records of all the claims against the State for aid given orphans, half-orphans and abandoned children, and of the operations under the Widows' Pension Act, which work involves compilation of many intricate reports.

It is worthy of note in this connection that to the Auditor alone is due the fact that the city has obtained from the State approximately \$250,000 allowed for the support of orphans, half-orphans and abandoned children who were charges upon the city and county. Before he became Auditor the city had never secured such aid from the State, although entitled to it under the existing law. The Auditor called the attention of the Board of Supervisors to the matter and, as a result, the State has paid the amount as before stated. All the work incidental to the orphans' claims is performed in the Auditor's Office; formerly it was not done at all.

For several years the Auditor, in submitting to the Board of Supervisors his estimate of expenses for forthcoming fiscal years, has prepared his budgets in accordance with the plan adopted by the United States Bureau of Commerce and Labor and the State of California, segregating amounts into proper groups and subdividing each group by proper headings. This system of budget making has the approval of the United States Government inspectors who have visited the Auditor's Office, and it is also approved by all the leading authorities on a proper fiscal accounting system.

The Auditor has also installed and maintains a system of unit costs whereby it is possible at any time to tell the detailed cost of work done by the city or the details of main-

tenance of various departments, whether the inquiry be regarding the cost of street work, stationery or gasoline, etc. This is the first unit cost system installed in the Auditor's Office. It will prove of great value for comparative purposes. It is also possible to ascertain at any time from the Auditor's books exactly how much money has been spent from any fund, how much remains in the fund, what contracts are due, the amount paid upon them, the condition of the bonded debt and anything else concerning the city's financial condition.

We find that the most important records belonging to the municipality, which are permanently kept in the Auditor's Office, particularly tax rolls, assessment books, all vouchers, etc., are not sufficiently protected by being kept in steel cases, but we refrain from making recommendations that necessary steel furniture be supplied this office to safeguard these very important books and records for the reason that the New City Hall will be completed in the near future and that therein adequate protection will be provided.

Respectfully submitted,

WILLIAM O'SHAUGHNESSY,  
J. E. SCULLY,  
GEO. C. SALCH.

---

### COUNTY CLERK

San Francisco, Cal., May 11, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—We called at the County Clerk's Office, situated in the New City Hall, Market Street near Eighth Street, and the County Clerk conducted us through the various departments of his office. On investigation we found the method of handling papers from their first presentation

until on final disposition, simple, practical and easily understood.

In every department good order prevailed. We examined the books as we went through and found them neatly written, and we believe accurately kept, so that your Committee was impressed with the fact that the clerks had been carefully selected and were experienced, competent men. Excellent system prevails in each and every department. Courtesy, efficiency and promptness are essential qualifications to every employee under the County Clerk's jurisdiction.

The office work is divided into several departments, as follows: General, Civil, Probate, Quiet Title, Criminal, Marriage License, Naturalization and Copying Records. The work of every department is practically up to date, all Court Orders and Decrees are entered and recorded and Judgments docketed immediately and every record and filing is always in its proper place.

The great volume of business transacted in the office reflects credit upon the County Clerk.

Each department keeps a separate cash book and for every fee received a triplicate cash tag is made out at the close of each day. The department clerk makes out and delivers to the cashier a statement containing the number of each tag, amount received and character of service rendered. The cashier keeps a general cash book, in which he enters receipts of the day received from each department. The system insures that every fee received must be accounted for, thus insuring the same to reach the treasury.

The present County Clerk, by the adoption of his very latest improvements, supplemented with original conceptions of his own, has effected exhaustive reformation in the methods and has accomplished a marvelous efficiency in the conduct of his office.

It is particularly remarkable that this office, which a few years ago with ten more than the present force of clerks and at a loss to the municipality, now makes an annual saving of about \$60,000.00 in excess of salaries.

In addition to the court fees there are collected Law Library fees, which are turned over to the Law Library monthly. The properly executed receipt is on file for each month and were carefully compared with the records by our accountant.

Our accountant went over the books of the County Clerk and found them to be correct and in accordance with the records of the Auditor's Office.

Very truly yours,

HENRY GOLDMAN,  
FRANK MALLOYE,  
BEN SELIG.

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## RECORDER

San Francisco, Cal., November 23, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee on the "Recorder's Office" herewith submit their final report.

The Recorder is conducting his office in a businesslike manner, with which no fault can be found, but on the contrary is worthy of our commendation.

Inquiries have been made among real estate men and others having constant business with the Recorder's Office and we are glad to report that the public are being courteously handled and their business attended to in a proficient manner.

The Recorder, we believe, fully appreciates the responsibility of his office and has the fortune to possess a chief deputy who is a thoroughly competent gentleman.

Our accountant has audited the books and accounts of the office over a period embracing the past three fiscal years and has reported to this Committee that proper and accurate accounts are being maintained and that all moneys collected have been promptly deposited with the Treasurer as required by the law.

Respectfully submitted,

HENRY GOLDMAN,  
BEN SELIG,  
FRANK MALLOYE.

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## SUPERVISORS

San Francisco, Cal., December 7, 1915.

To the Foreman and Members of the Grand Jury of the City and County of San Francisco:

Gentlemen—Your Committee caused to be examined the books and accounts of the Supervisors' Office for the period embracing the three fiscal years of 1912-13, 1913-14, and 1914-15 and begs to report that all accounts have been properly and accurately maintained.

The demands of practically all other departments of the Municipality pass through this office for the approval of the Finance Committee and as a consequence records are not only maintained as to the funds at the disposal of the Supervisors, but of all Budget Funds, in order that their condition may be known to the Supervisors without reference to other departments.

With the exception of two other offices, these records are the only ones which have been kept in accordance with the Auditor's Records.

We find that uniform courtesy and attention is extended to the general public by the office force of the Supervisor's Office.

Respectfully submitted,

M. A. HARRIS,  
F. A. SMITH.

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### CORONER

San Francisco, Cal., November 30, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee upon the Coroner's Office has very carefully gone over the affairs of that department at various times in the past year and now reports that the office is being handled in a very satisfactory and business-like manner. We have witnessed the manner in which visitors to the office have been treated and all the deputies and attendants are very courteous and use extremely good tact in meeting the public. The Mortuary, which is said to be the finest in its appointments and equipment in the world, is being maintained in a spotless condition.

Proper records of all deaths are being kept, every care being taken to record any information possible and the personal effects of unknown dead are promptly turned over to the Treasurer or the Public Administrator, as the case may be.

There has been presented to this Committee at various times, reasons for making the numerous investigations from



matters that have arisen at this office and we have exerted every care possible in our inquiries and have always found these rumors to be without just basis.

Respectfully submitted,

GEO. C. SALCH,  
G. H. WALKER,  
BRADFORD LEAVITT.

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### SUPERIOR COURTS

San Francisco, Cal., November 26, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee on Superior Courts has from time to time visited the different departments thereof. It found that since the creation of the four extra departments, the calendars are no longer congested and that the judges have accomplished much work.

Respectfully submitted,

JOS. F. LAHANEY,  
HENRY GOLDMAN,  
FRANK MALLOYE.

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### DETENTION HOME

San Francisco, Cal., December 7, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—The Detention Home for Boys and Girls is located in old St. Mary's Hospital, 2344 Sutter Street. This institution is a most worthy one. Many a young boy and



young girl who in former days would be incarcerated in the City Prison or County Jail, there to mingle with old and hardened offenders, and because of this contact, probably morally ruined for life, are now taken to the Detention Home, often cured of their ills, homes secured for them, and a watchful eye kept over them until they are able to take care of themselves.

This is an excellent and very necessary work and should be maintained and encouraged. We understand that this home has been very successful; that it has done a great deal of good and that its field of usefulness is constantly widening. Here is held the Juvenile Court, presided over by the Hon. Frank J. Murasky, and we certainly appreciate the great amount of time that Judge Murasky gives to the Juvenile Court, listening to those who come to him to plead in behalf of the children.

The Probation Officer and the Assistant Probation Officer in charge of the Adult Department are in sympathy and enthusiastic in their work.

We recommend that the Adult Department be made a separate department from the Juvenile Court on account of the Juvenile Court being a juvenile department entirely and not for adults.

The present building is an insanitary ramshackle firetrap. The now Class A building which is now under construction at West Mission and Thirteenth Streets will be finished and ready for occupancy some time next year.

Respectfully submitted,

FRANK MALLOYE,  
HENRY GOLDMAN,  
JOS. LAHANNEY.

## JUSTICES' COURTS

San Francisco, Cal., November 26, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee visited the judges of the Justices' Courts from time to time and found that much work was being accomplished by them; that the calendars were not congested, due to the fact that long continuances are not tolerated and cases decided promptly.

The records of said courts are up to date and the work is handled in a most satisfactory manner by the clerk and his deputies.

Respectfully submitted,

JOS. F. LAHANEY,  
HENRY GOLDMAN,  
FRANK MALLOYE.

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## POLICE DEPARTMENT AND POLICE COURTS

San Francisco, Cal., November 30, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

In view of the rapid growth of the City and County of San Francisco, we deem it expedient that two hundred additional officers be added to the present police force. Recent statistics, collaborated in many of the principal cities of the United States and Europe, show that the population of San Francisco is protected by a fewer number of officers than the majority of the cities to which we refer. San Francisco is admittedly one of the most cosmopolitan cities in the world, and it is due to this heterogeneity of its population that the police problem presented is a difficult one.

We therefore support most ardently the request of the Chief of Police to the Board of Supervisors that an increase of two hundred officers to the department be immediately provided.

### **The Department Proper**

At the close of the world's greatest exposition, the fact stands out that the police department has reckoned well with the serious problems with which they have been confronted during the past year. Visitors to this city have been lavish in their praise of the courtesy, the general demeanor and the appearance of our police force. This is due to the satisfactory service rendered by the members of the department and reflects most favorably upon the administration of departmental affairs by the Honorable Board of Police Commissioners, the Chief of Police and the entire personnel of the department.

### **The Detective Bureau**

The control of the criminal situation during the past year with scarce a rise in the volume of crime is due in a large measure to the effective work of this bureau of the department. The Chief of Police, through the Captain of Detectives, has established an efficient system of sub-bureaus within the detective bureau proper. The work has thus been regulated and systematized and the general efficiency greatly increased. The record branches of this bureau, namely, the Bureau of Criminal Identification and the Bureau of Lost and Stolen Property have been stimulated most successfully by the establishment of wide exchanges of their records with the leading police departments of this country. Methods have been altered with no clerical addition, and an increase in efficiency from one hundred to seven hundred per cent has been accomplished. The Captain of Detectives and the members of the bureau have labored faithfully with the result that San Francisco's reputation for cleanliness during the Exposition period is almost without precedent in the world's police history.

## The Traffic Squad

The constant necessity of increasing the number of officers on the Traffic Squad detracts directly from the numerical strength of the department available for regular police duty.

The congested traffic on our main thoroughfares has been handled with expedition and with safety during 1915, and the sergeant and members of this squad merit the high position of favor they occupy in the public mind. This squad should be increased from time to time and the men will not be available unless a liberal increase is provided for the department proper.

## The License Office

This office now handles approximately two million dollars of business yearly, which accrues directly to the revenue of this City and County. Since it has been detached and placed under the immediate control of the Chief of Police, its work has been greatly augmented, due particularly to the Jitney Ordinance. An immense amount of energy has been expended in this direction, and this, with the regular business of the office—retail liquor permits, etc.—has been conducted in a thoroughly business-like manner.

Ordinance No. 2715 (New Series) requiring persons who operate vehicles of any kind for the purpose of transferring or moving for hire, to file with the Chief of Police of this City and County a weekly statement, giving a record of removals made by them in the City and County of San Francisco, has imposed clerical duties to the extent of two police officers being regularly engaged in making entries pursuant to the provisions of this ordinance. This ordinance offers practically no advantage to police investigation and is almost exclusively an aid to business firms and collection agencies. Arrangements should be made to detach this work from the Police Department, else two civil service clerks

should be assigned to the Police Department to carry on the clerical work required.

### Property Clerk's Office

The last year has been the substitution of a card record system in lieu of the book system. Excellent results are already discernible from this change and, incidentally, the Property Clerk in charge has been enabled to accomplish a more complete record check with a decreased office force. Property and arrest records of the department are handled in an excellent manner.

### City Prison

The City Prison is conducted in a thoroughly efficient manner. Special attention is paid to sanitation and the conditions of the prisoners, and the manner in which they are handled is a compliment to the humane attitude of the officials of our Police Department.

### New Stations

The Bush Street Station has been found upon investigation to be in a thoroughly dilapidated and insanitary condition. This station should be immediately torn down and arrangements made for the erection of a modern building that will enable this important police district to handle its work intelligently. It is a disgrace to our City to require members of the Police Department performing clerical duties to remain for eight hours continuously within the walls of this disease trap.

### Motor Cars

Ford runabouts have been substituted for motorcycles in five of the police districts and it is apparent that the change tends to decidedly superior conditions. In all hurry calls, it is now possible for the Department to dispatch at least two officers to any portion of the district where a disturbance of any kind has been committed. We recommend that two

additional Ford runabouts be provided for the Ingleside and Potrero stations respectively.

### Police Court Cages

There are still remaining in the departments of our Police Court cages in which the prisoners are confined after being brought from the City Prison and while awaiting their turn to appear before the Police Judges. We recommend that these cages be abolished and regular docks substituted, the same to be approved by the Police Judge and Chief of Police.

### General Office

The General Office of the Police Department accomplishes a great volume of important work in an economical and efficient manner. A large amount of correspondence is handled and filed in this office and here also are filed reports made by police officers on all matters pertaining to the department. One officer is assigned to record and keep track of all warrants of arrest, citations, etc. The Lieutenant in charge and officers detailed to this office are to be commended for the excellent manner in which they perform the important duties which devolve upon them.

### The Department in General

A few additional words of commendation should be said regarding the entire personnel of the department. Almost without exception the members of the department put forth their best efforts and the results achieved are highly satisfactory. Special attention should be called to the work of the Pickpocket and Bunco Detail who afford to our citizens and visitors to the city the greatest protection possible against these dangerous criminals. The calibre of their work and the number of important arrests made is a continual warning to criminals of this type that San Francisco is a poor place in which to operate, and for this reason there have been very few complaints, considering the enormous number of visitors to our city.



Another important bureau of this department is that devoted to investigation into the disappearance of young girls, as well as women. Without exception, every girl who has been reported as missing has been located within a short time after her disappearance by the members of this bureau. It is to this bureau that the three women protective officers are assigned and their work as well as that of the regular officers detailed, is highly commendable.

We further recommend that a directory be placed on the first floor of the Hall of Justice designating the location of the various courts and offices in the building.

Your committee also recommends that the police photographer be notified that in place of putting a number across a person's breast, when taking a picture, the same be placed above their head in order not to make them feel like a criminal before they are convicted of a crime.

A calendar of all Police Courts be placed in corridor of first floor of Hall of Justice; also a calendar in front of each Police Court.

Respectfully submitted,

BEN SELIG,  
WM. O'SHAUGHNESSY,  
SAMUEL ADELSTEIN,  
FRANK A. SMITH,  
A. L. FRIEDLANDER.

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## SHERIFF AND COUNTY JAIL

San Francisco, Cal., November 30, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee on Sheriff and County Jail, after a thorough investigation of the office of the Sheriff and the County Jail, beg to report as follows:



The office of the Sheriff, in the temporary City Hall, is where all the business of the Sheriff is transacted. The work and duties of the Sheriff and his office deputies are being conducted in a satisfactory and efficient manner.

In addition to five non-civil service attaches of this office there are forty-seven deputies under the jurisdiction of the Sheriff, all civil service.

The Sheriff has charge of all prisoners and has three jails for the confinement of the same.

Jail No. 1 is the new jail adjacent to the Hall of Justice, and was completed August 1, 1915. The Under Sheriff has complete charge of this jail and has a commissary and bookkeeper and ten jailors. This jail is for felony prisoners only, awaiting trial, sentence and cases on appeal, and all of the prisoners are under the jurisdiction of the Superior Court. There is also a wing of twenty-two cells set apart for federal prisoners of the United States Government.

Your Committee reports that the management of this jail is excellent and that the food and care of the prisoners is exceptionally good. The work of feeding the prisoners and the general cleaning is done by fourteen misdemeanor prisoners under sentence.

Your Committee offers the following recommendations for improvements to the Board of Supervisors:

That large arc lights be installed in the main corridor in this jail; that adequate laundry machinery be installed for the washing of clothes of prisoners; that at the main entrance to the jail on the Merchant Street side and the Washington Street side suitable signs be placed designating the location of entrance to the jail. Also that a large arc light be installed in the center of the entrance to the jail, as this entrance is in total darkness at night.

Jail No. 2, Ingleside, used for misdemeanor prisoners. A chief jailor, one bookkeeper and nineteen guards are in

charge. Your Committee, after a thorough investigation, finds the management of this jail excellent, efficient and commendable for cleanliness and upkeep. This jail is composed of two cell houses. There are 120 cells in the main wing, two prisoners to each cell.

Cell House No. 2 is the smaller wing and contains eighty cells. There is a small hospital off the main corridor, but the facilities for maintenance and care of sick prisoners are inadequate.

Your Committee recommends that a room be set aside in the City and County Hospital for the care of sick prisoners.

The building itself is about forty years old and badly in need of immediate repairs. We offer the following recommendations and changes in order to insure sanitary conditions and the safeguarding of prisoners in custody.

That in the rotunda or main corridor the old floor be replaced by a new one.

That the sleeping quarters of the guards be overhauled and placed in sanitary condition.

After inspecting the cells in both cell houses, the toilets in each cell should be condemned, as they are antiquated and unsanitary, and we recommend the immediate installation of new plumbing in each cell.

We also recommend that the main kitchen floor, where the prisoners are fed, be reconstructed of concrete and that an adequate heating plant be installed throughout the building. That all wooden floors in basement of building be replaced with concrete; the installation of new steel bars on windows where required, and that window panes be placed in windows where necessary.

After a careful inspection of the prisoners' yard we recommend a new fence around the jail, preferably a concrete wall fourteen feet high. We condemn toilet building

and toilets in the yard and recommend sanitary plumbing installed.

The roof of the main building is badly in need of repairs and we urge that this work be done immediately.

Jail Number 3 contains women prisoners. This is a separate building in charge of three matrons and there are also detailed by the sheriff three guards on the outside. The management is excellent and the matrons in charge are efficient and courteous.

Your Committee recommend the following alterations and changes: That the toilets in the corridor of the cell house wing be condemned and replaced with sanitary plumbing; that new sanitary sinks be installed in the kitchen in place of the old wooden unsanitary sinks.

The guard house in the yard is unsanitary and is condemned by your Committee and we recommend the construction of a new guard house.

We recommend to the Board of Supervisors an appropriation for a motor-driven vehicle van for the removal of prisoners from the city prison in the Hall of Justice to the Ingleside jail in lieu of the two present horse-drawn vans now in operation.

After a thorough investigation as to the duties performed by all guards, we recommend that they receive as compensation or wage for services rendered a salary at the rate of \$90 per month or \$3.00 per diem.

Respectfully submitted,

G. H. WALKER,  
JOSEPH KRAUS,  
GEO. C. SALCH.

## SCHOOL DEPARTMENT

San Francisco, Cal., November 23, 1915.

To the Foreman and Members of the Grand Jury of the City and County of San Francisco:

Your Committee appointed to investigate the School Department, respectfully report as follows:

We have had two long interviews with the Superintendent, and his five Deputies.

The Superintendent handed us a copy of the budget prepared most carefully by the Superintendent and Board of Education, showing the amount of money required by the School Department for the fiscal year ending June 30, 1916. This total amount is \$3,053,582.00.

Instead of allowing the above amount, the Finance Committee of the Board of Supervisors arbitrarily recommended that the fund for *all* school purposes for the present fiscal year be fixed at \$2,130,650, instead of \$3,053,582, a cut of \$922,932. The Budget of the Superintendent and Board of Education had been so compiled as to show in detail all the requirements of the Department, and to enable the Finance Committee of the Board of Supervisors to question any item and request explanation concerning the same, if it were so disposed; but, nevertheless, the Finance Committee made the above report arbitrarily, and the above sum of \$2,130,650 was appropriated by the Board of Supervisors. It thus became impossible for the Board of Education and the Superintendent of Schools to carry out their carefully prepared, constructive school program—a program of most far reaching importance to the children of this city.

The tax rate levied by the Board of Supervisors, on the recommendation of the Finance Committee, is .255 cents per one hundred dollars of assessed valuation on a \$538,000,000 assessment roll. The total sum from such tax to be raised by the City and County for the support of the schools is

\$1,371.650. To this amount add \$759,000 received by the City from the State School Fund (\$662,000) and from the rentals of school property (\$97,440), and the total of \$2,130,650 as allowed by the Board of Supervisors is achieved.

If the Board of Supervisors had allowed the much needed amount asked for by the Superintendent of Schools and Board of Education, namely \$3,053,582, or an addition of \$922,932 over the amount of \$2,130,650, the tax rate would have been .425 cents per hundred dollars of assessed valuation, instead of .255 cents. In other words, an increase of 17 cents in the tax rate would have given the School Department an opportunity to provide for the constant increase in attendance through the employment of the necessary additional number of teachers, for new buildings and grounds, for adequate equipment, and for new lines of school activity demanded by modern education.

The Superintendent, at our request, also handed your Committee a brief epitome of the conversations during the two interviews mentioned, styled "Some further needs of the School Department not included in the formal Budget."

This statement of "further needs, etc.," and the recommendations of the Superintendent we have in most instances verified by personal visits to a large number of the Public Schools in the various districts of the city and have therefore endorsed and embodied it in our report as appears below, special attention being invited to it, for the reason that it includes many subjects of vital importance to the Public Schools. There are some particular matters which should receive prompt attention during the present year, as follows:

RINCON SCHOOL—Silver Street, between Second and Third Streets: The school yard needs covering with bitumen, as required by the Board of Health, and the shacks should be renovated. We are informed that this work will be done shortly.



JOSEPH MULVIHILL. SECRETARY





KATE KENNEDY SCHOOL—Noe Street, between Day and Thirtieth Streets: The Board of Public Works should be required to do necessary street work as soon as possible as, in winter, small children fall into gullies and are rescued by teachers. The Board of Supervisors annually appropriates funds for such purposes to the Board of Public Works.

FAIRMONT SCHOOL—Chenery Street, between Randall and Thirtieth Streets. The average attendance at this school is 1,043, and at recess there is little more than standing room for the children in the yard. We are advised that the land adjoining can be purchased. If this is correct, it should be bought immediately and the yard enlarged.

Many schools need more ground space. Among them are: Emerson Primary, Pine Street, between Devisadero and Scott Streets; Haight Primary, Mission Street, between Twenty-fifth and Twenty-sixth Streets, and Columbia Cosmopolitan, Florida Street, between Twenty-fifth and Twenty-sixth Streets.

We found that protection against fire was good. The fire drill of the children is fine; the largest schools are cleared of all persons inside of two minutes. The Fire Department keeps up a rigid inspection of the schools in this respect, their representatives visiting the schools at least once a month.

The sanitary conditions are good.

We find that modern languages are taught as follows:

French in nine schools.

German in fourteen schools.

Spanish in seven schools.

Italian in five schools.

It appears to your Committee, that with the prospect of an immense increase in commerce between our country (and particularly San Francisco) and the Central and South American Republics, great benefit would result from an increase in the number of schools teaching Spanish.

We commend the pains which the Department is taking, with the zealous support of the teaching force, and in line with the wish of the United States authorities, to give special instruction in English, United States History and the principles of our system of government to foreigners who have declared their intention or wish to become American citizens. The foreign evening classes are largely attended, and no effort is spared to prepare deserving aliens for the duties before them.

We commend the true spirit of Civil Service in the appointment of teachers by competitive examination as conducted in the San Francisco School Department. It results in appointment on a basis of merit, and, being reinforced by a requirement for a two years' probationary teaching service of a satisfactory kind before permanent tenure is allowed, leads to the securing of the best teachers obtainable anywhere. No candidate who has not had at least two years of successful teaching experience, and who is over 35 years of age (rule passed in 1912), is now permitted to enter these examinations. The Superintendent has shown us that, under this system, in the past four years, out of 269 teachers appointed to the Elementary Schools the average age is 24 years. At the same time, the valuable experience of many mature teachers now in the Department is not lost, and those whose advancing years tend to unfit them for active work are gradually taking advantage of the provisions of the State Retirement Act. Since the enactment of that law two years ago 45 teachers in the San Francisco Department have retired under it.

Besides its other good features, this Civil Service system destroys any incentive on the part of members of the Board of Education to appoint more teachers than are absolutely necessary. Hence, it is only reasonable for the Board of Supervisors to allow sufficient funds for the employment of such additional numbers of teachers as are asked for by the Board of Education in its annual Budget.

We find an interesting index of the growth of our city in the fact that the average daily attendance in our public schools has steadily increased as follows:

In 1905-06, the year of greatest prosperity before the fire, the average daily attendance was.....	38,964
In 1906-07, after the calamity, it fell to.....	29,929
1907-08 it was.....	34,244
1908-09 it was.....	35,272
1909-10 it was.....	36,803
1910-11 it was.....	37,796
1911-12 it was.....	40,448
1912-13 it was.....	42,830
1913-14 it was.....	44,388
1914-15 it was.....	46,562

It will be observed that the average daily attendance of 38,964, representing the high water mark previous to the fire, is now exceeded by 7,598. This encouraging growth is a symptom that the population of San Francisco has made a notable jump upward in this period. From these figures a conservative estimate of our population is 525,000, a product obtained by multiplying the average daily attendance by 11.2; a factor which has been used by the Superintendent of Schools with surprisingly accurate results for many years past in estimating population. It is chiefly by reason of the increase in school attendance that the Board of Education and Superintendent of Schools have felt so urgent a need for a considerable increase in the number of teachers.

We commend the feature of school administration by which some of our school buildings are now being utilized as social centers wherein home and neighborhood associations, and other organizations of a civic, educational, or philanthropic type may meet. However, in this connection, we advocate the complete restoration of public lectures for adults in the evenings, which until recently formed a definite part of the school program, and which had to be done away with on account of lack of funds. This is in keeping with the mod-

ern idea of the "wider use of the school plant." There is no sound reason why our school houses and grounds, costing millions of dollars, should not be made to respond to the needs of the whole people, the whole year around, instead of being allowed to remain idle many weeks in each year.

## SOME FURTHER NEEDS OF THE SCHOOL DEPARTMENT NOT INCLUDED IN THE FORMAL BUDGET, AND RECOMMENDATIONS CONCERNING THEM MADE BY THE SUPERINTENDENT OF SCHOOLS.

I. BOARDING PARENTAL SCHOOL. We have a day truant school which is doing excellent work. To supplement this we should have a Boarding Parental School located on some ten acres of the city's unoccupied land in the Alms-house Tract. To this school we would send children who need to be separated day and night from the environments which tend to stunt their intellectual and moral growth. Here they would get four hours of industrial work and four hours of classroom work daily.

II. HEALTH AND MEDICAL INSPECTION. We approve the excellent work now being done in health and medical inspection under the Board of Health and urge that an additional sum be allowed that Board for the extension of the work. Cities half our size have as many school nurses.

III. SCHOOL GARDENS, \$5,000. Our city has more unoccupied school lots than any other city in the United States. Many of these are in the immediate vicinity of school houses and should be organized for school gardens. A school garden is an out-of-door playground, an open air school room, a concrete nature study, and a form of industrial education. Other cities are leasing and buying land for this purpose, while we have an abundance of unoccupied school land. If we can have \$5,000 annually for a number of years, our city might soon be equipped with gardens. No form of athletics is more important, no study in our curriculum is more valuable.

IV. IMPROVED METHODS FOR SUBSTITUTE LISTS. Those candidates who are successful in the competitive examinations (referred to hereinbefore) are required to serve on a substitute list for a period varying in length. They must go from school to school teaching for short periods in any grade in which a vacancy occurs. Even teachers of two years' experience, as a minimum, in accordance with the present requirement for these candidates, cannot do this work successfully. It requires the most capable to handle every class in every subject. We recommend a modification of this, a permanent substitute list consisting of about 25 of the most capable teachers in the department being selected. These should be assigned to the larger schools and from there should be directed by the Secretary to any school in the vicinity where a substitute is needed. The substitute would thus reach the school in much less time than she can travel from the City Hall. Whenever such teacher is not needed for substitute work the Principal will employ her in large classes for individual work, for backward children, or to assist in clerical work. The new teachers entering the department would be placed in permanent positions, receive the help and guidance of Principals and in a much shorter period be made into successful teachers if they are found to have the qualities for instruction. The cost would be the difference between the maximum salary paid to teachers and the lower wages of the present substitute. The returns to the department would be ten times the cost. This change in the method of employing substitutes would cost from eight to ten thousand dollars.

V. A SCHOOL MUSEUM, \$25,000. At the educational building of the Exposition may be seen a sample of what a school museum should be. Such have Chicago and St. Louis. San Francisco will never again have an opportunity like the present for starting a school museum. A very large amount of material from our Exposition can be had for nothing or for a very small fraction of its value. The old Lowell High School building would house this



museum for several years to come. The exhibits should be arranged in small cases to circulate from school to school. The exhibits are catalogued, the teachers weekly look over their work for the coming week and give to the Principal the exhibits needed in each grade. The museum automobile in its weekly visit delivers the new cases ordered and takes those that have been used for return to the museum. This makes teaching practical and concrete in every department of work. It will require for starting this work from \$25,000 to \$50,000 and an appropriation each year for operating expenses and for additions to the museum. The Expositions in Chicago and St. Louis furnished the foundations for their great school museums. Our golden opportunity is now at hand. A large committee of teachers is busily at work on the problem, but they cannot supply the funds.

VI. VACATION SCHOOLS. Many children lose time during the year because of sickness or because of contact cases in the family. These children often fail of promotion, become discouraged, and wish to leave school. They have had their weeks of rest while the schools were in session. Children generally do not need a seven weeks' vacation during the summer. While children tire easily, they recuperate quickly. Comparatively few of our children leave the city during the summer. There is little occupation for them and labor laws exclude them from work. We would like to establish a number of vacation schools or opportunity classes for children who have lost their promotions, or have been retarded from any cause, or are ambitious to skip a grade. For the first experiment we should like to establish about twenty classes in different portions of the city. This would cost approximately \$2,000. If each such teacher saved a half year's work for 25 children this would advance 500 pupils. This is the work of 12 teachers, and 12 teachers for a term costs us over \$6,000. Two thousand dollars expended, \$4,000 thus saved is a good business investment to the public and a God-send to the children.

VII. EXTENSION OF ELEMENTARY SCIENCE TEACHING, \$10,000. Elementary Science and Nature Study are now taught concretely in all of our schools. Pupils are intensely interested in this work and are having their eyes opened in many directions. Owing to a shortage in funds the schools are very poorly equipped with books and simple apparatus. The equipment should be largely increased. Each school needs a few simple appliances such as an air pump, simple mechanical principles and materials illustrative of the science of "common things." About \$10,000 is needed for this equipment.

VIII. UNGRADED CLASSES. Vacation Schools will help a large number of children who have fallen behind in their work and failed of promotion. An Ungraded Class in each school is an *opportunity class*. It prevents children from falling behind and losing heart during the term. Children who are weak in any subject go in groups to the ungraded room for assistance in making up their deficiencies. They have the instruction from their regular teacher which is supplemented by a half hour in the ungraded class on the work in which they are failing. As soon as the defect is removed, other groups of children take the place of those who have been put on their feet. For about eight years such classes did yeoman service in our schools and were discontinued recently for lack of funds. We ask for \$25,000 to re-establish these classes.

IX. VISUAL EDUCATION. Many of our schools are equipped with stereopticons for instruction by means of pictures. The moving picture is now recognized as one of the best means of education. It is next best to travel for enlarging the child's horizon. It can transport the child in imagination to all the great industries, occupations and scenes which he studies in his text-books. We believe a start should be made in this form of visual education and would suggest \$5,000.



X. ADDITIONAL BUILDINGS. The Budget asks for some new school buildings and this request we heartily endorse. We wish, however, to call attention to the Fairmont School, one of the largest in the city, where most of the classes are housed in shacks, and to the Monroe School, where the yard of the new building is almost filled with shacks. The people in these two districts pay their percentage of taxes and are entitled to better school accommodations. About \$350,000 will be needed at the earliest possible date, when the funds will permit, to house properly the children of the Monroe and the Fairmont.\* See below.

XI. CONTINUATION CLASSES. A large number of young men and women who have left school and who are employed in wage earning need additional education in academic and technical branches to make their labor most useful to themselves and to the community. We already have manual training and cooking centers used by the pupils of the day school. The laboratories are closed evenings and Saturdays. They should be open as evening schools. Sewing, dress-making, millinery and cooking would be largely patronized if open in the evening. Wood and metal work, mechanical and architectural drawing would offer means of promotion to large numbers of young men who are working along these lines during the day. Ten thousand dollars is needed to start this work.

The schools of this city are making steady, but unsensational progress. Their first need is MONEY. We realize that the taxpayer must first be consulted, but we also believe

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\*There is a certain amount of overcrowding in certain sections of the city, due in the main to shifting of centers of population. Eight half-day classes are being conducted. These conditions are, however, the rare exception, and not the rule. The new school building about to be constructed at Pine and Larkin Streets will relieve the congestion in that part of the city. Again, these matters all go back to the problem of finance. In passing, we should like to observe that the new buildings, of which more than forty have been erected since the fire, are a striking contrast to the older buildings both in architectural design and equipment. For instance the new Polytechnic High School, just completed, is a great credit to our city and has not its superior on the Pacific Coast. The land, building and equipment for the Polytechnic cost about \$1,000,000. We are in favor of the "pay-as-you-go" principle as applied to the erection of school buildings, i. e., the setting aside annually of a reasonable amount from the tax levy for this purpose, instead of the issuance of bonds.

that the taxpaying citizen, could he visit our schools, great and small, as your Committee has done and see the conscientious and inspiring work the principals and teachers are doing, how interesting they make the studies and exercises of all kinds to the children (who, in a few years, will be the men and women of our city), would be generous to this branch of our public institutions.

We are so thoroughly convinced that the School Department is in urgent need of increased appropriations for the general educational work, and have so full a recognition of the value of the "additional needs" set forth by the Superintendent, that we strongly recommend the appropriation of the requisite amounts for these purposes by the Board of Supervisors.

We commend the conduct and administration of the office of the Superintendent of Schools as progressive and efficient. We have found the Superintendent to be courteous, zealous, and untiring in his efforts in behalf of the school children of the City and County, also earnestly considerate of the needs and general welfare of the teachers of the Department. The members of the Board of Education are active and painstaking in their important duties. They have husbanded with zealous care their inadequate resources, and have made all possible repairs and improvements in an economical and judicious manner. Considering the amount of money with which the work of the Department has been carried on the results attained speak well for its business-like and efficient management.

Respectfully submitted,

E. C. WRIGHT,  
WILLIAM O'SHAUGHNESSY,  
M. A. HARRIS.

## PUBLIC LIBRARIES, ETC.

San Francisco, Cal., October 7, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee on Public Libraries, Reading Rooms and Law Library respectfully report as follows:

We called on the Chief Librarian and his assistant at the main Public Library and also visited a number of the branch libraries and reading rooms, and without referring to the character of the literature in use, which is under control of experts and conforms to public demand, would state we were favorably impressed by the business-like methods in keeping the records and general good order and quiet maintained, and attentive manner of employes in dealing with the public. A system prevails in supplying the branch libraries from the stock in the main library of books called for, but not on hand in the branch. This system obviates the necessity of carrying in all the branches large numbers of duplicates, which might only occasionally be called for.

The sanitary conditions and light for reading appeared good. The officers and employes of the main library are expecting to render very superior service when they move into the new building now in course of construction, the plans of which were shown to your Committee.

The Librarian and his assistants appeared to have matters well in hand. The books were kept in an orderly manner, easily and quickly accessible to those wishing to refer to them. The number of patrons of the library are rapidly increasing, many of them are elderly, and the Librarian called our particular attention to the lights being too high and to the necessity for more tables and chairs. In this connection your Committee would suggest that our Foreman address a letter to the Board of Supervisors request-

ing that these defects be remedied in the new Law Library rooms in the new City Hall.

Respectfully submitted,

E. C. WRIGHT,  
WILLIAM O'SHAUGHNESSY,  
M. A. HARRIS,

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## BOARD OF PUBLIC WORKS

San Francisco, Cal., December 7, 1915.

To the Foreman and Members of the Grand Jury of the City and Counay of San Francisco:

Gentlemen—Your Committee on Board of Public Works, Streets, Sewers and Railways respectfully report as follows:

So great is the volume of business and so varied the work performed by or under the control of the Board of Public Works that a detailed report of all affairs having to do with that department of the city government is impossible.

Your Committee has devoted a large amount of time and labor in its investigations of this department, but a minute examination has been found to be impossible in view of the fact that the department controls all repairs, alterations and improvements to all of the public buildings, streets and sewers, as well as the Munieipal Railway, and has under its control the expenditure of many millions of dollars in connection with its work, and has in its employ several thousand men in its diversified activities.

As far as the investigations of your Committee have extended your Committee desires to report that the work of this department is conducted with apparent expedition, efficiency and economy.

Your Committee recommends that steps be taken to discontinue the practice of granting frequent and unnecessary extensions of time to contractors, as such extensions not only result in adding to the cost of public improvements, but delay the completion of the work for long periods of time.

An examination of the City Engineer's Office disclosed the fact that all of the projects under the direction of the Bureau of Engineering are managed efficiently and economically.

The work of this Bureau includes the design and construction of tunnels, sewers, incinerators, streets and boulevards, municipal railways, water supply system, bridges, asphalt plant, and miscellaneous engineering projects.

### Tunnels

One tunnel is already completed on Stockton Street and used by the Municipal Railways and by vehicles and pedestrians. By its construction exit has been provided to the North Beach District and the \$415,960 expended for its construction will be rapidly repaid to the contributors by notable increases in their property values.

The Twin Peaks Tunnel is well advanced. On the west end 1,800 lineal feet have been opened and timbered, and 660 lineal feet of concrete lining placed. On the east end 1,900 lineal feet have been excavated and lined with concrete. The ventilating station at Eighteenth and Hattie Streets is practically finished. The Eureka Valley Station is complete and the construction of the Laguna Honda Station about 40 per cent finished.

A tunnel under Broadway from Mason to Larkin Streets has been projected. A study of the assessment district has been made, as well as tentative features of design. The City Engineer is prepared to proceed with this work at any time the Board of Supervisors authorize the work.

## Sewer System

The most important work recently accomplished in sewer construction has been the completion of the Mile Rock Tunnel, which furnishes an outlet for storm water from the Richmond, Sunset and Ingleside Districts. An inspection of this main outlet was made by the Mayor, City Engineer and Commissioners of the Board of Public Works, who traversed it in an automobile and found the construction to be excellent in every detail.

Domestic sewage is pumped from the main Mile Rock Outfall at a station located beneath the intersection of Forty-eighth Avenue and Fulton Street. The pumps here located discharge into a 24-inch cast-iron pipe conduit through the Richmond District to Baker's Beach, and thence 800 feet from shore, where it is discharged over 20 feet below the surface of the water.

The North Point Main, which intercepts both storm and domestic sewage in the Mission District and conveys it thence along Harrison Street to Eighth Street, Eighth Street to Howard Street, Howard to Second Street, Second to Market Street, thence to Sansome Street, under Sansome Street partly through tunnel, to the bay shore, has been completed and furnishes adequate drainage to the lower district, where much trouble was formerly experienced at times of heavy storms, due to the flooding of basements and low-lying property.

## Garbage Disposal System

Work on the Garbage Disposal System is practically at a standstill until the legal questions involved are settled by the City Attorney and the Courts. A contract was awarded in November, 1910, two years previous to the appointment of the present City Engineer, to The Destructor Company, a subsidiary of the Power Specialty Company of New York, for the erection and equipment of two incinerators. The then City Engineer, having confidence that the contracting company would be able to fulfill its agreement, arranged for, pro-



gressive payments on the equipment of the incinerators. After the equipment of the Islais Creek Incinerator had been installed the plant was tested in September and October, 1914, and on the basis of the test the present City Engineer rejected the plant and demanded the return of the money already paid to the contractor. This matter is now before the Courts. Pending its completion it is advised that funds be made available to the City Engineer to send an assistant to investigate the methods used in garbage disposal in every city in the United States with a population of over 500,000.

Apparently the art of incineration is by no means fully developed. An incinerator recently installed at Berkeley has been closed down, and of the four recently constructed in Seattle the use of two has been discontinued. Before the City Engineer can make the logical recommendation as to what steps are to be taken in the treatment of this problem, a comprehensive study should be made of the entire subject of garbage disposal. The most efficient and reliable way of gathering this data is by personal inspection, which will involve the expenditure of about \$2,500. In view of the importance of the problem and the very large expenditure already made by the City of San Francisco, amounting in all to \$699,000, the wisdom of such a study should be apparent to the Board of Supervisors.

### **Boulevards and Street Improvements**

The boulevard system planned and already partially constructed by the City Engineer is most comprehensive and will be of exceeding value in developing the outlying districts of San Francisco. Already there are three paved entrances to the city on the south, namely, Junipero Serra Boulevard, the Mission Road, and the Bay Shore Boulevard. The first two are completed and construction on the last named is rapidly progressing. It is planned to make one continuous thoroughfare from the County Line along Junipero Serra Boulevard, thence westward along Sloat Boulevard, which has recently been repaved in an excellent manner, to connect with the



Esplanade, for the construction of the first unit of which contract was recently awarded. The roadway will continue thence past the Cliff House and through Fort Miley and Lincoln Park, along the cliffs to the Presidio, through this Military Reservation to the Marina and thence to Van Ness Avenue. Several units in this plan have already been constructed.

San Bruno Avenue is being widened and paved and the excessive grades reduced. Work through the Crocker-Bay Shore Tract is about 90 per cent complete and the widening of this avenue between Campbell and Wilde Streets will be accomplished before the end of the present year.

San Francisco's streets were in a deplorable condition after the earthquake. All of the defective pavements have been replaced in a workmanlike manner and few large cities are as well provided with serviceable street pavements.

### **Bridges**

One large bridge has recently been completed over Islais Creek on the line of Kentucky Street. Contract has been awarded for a Strauss Bascule Bridge to replace the old structure formerly used to carry Fourth Street over the channel. The Third Street bridge has been repaired and is now in safe and serviceable condition. By these three structures the steadily increasing traffic between the manufacturing and retail districts has been more adequately provided for.

### **Municipal Railways**

The excellent work of the Engineering Department in planning and designing the Municipal Street Railway System has been commended by engineers from every large city in the United States and it deserves the appreciation of the citizens of San Francisco. Over 42 miles of track are at the present time in operation, paying unexpectedly large returns into the City Treasury. To accomplish these results two things were essential, both of which have been secured, namely, rapidity in completion to accommodate the large Exposition traffic, and secondly, economy in construction. Under the latter term is necessarily included permanency. The tracks

of the Municipal road are regarded by street railway engineers as being of the most advanced type of design and are being largely copied elsewhere. Plans have been completed and proposals advertised for the construction of the Municipal Railway along Church Street from Eighteenth to Twenty-second Streets. The Church Street railway, over which there has been much dissension among property owners interested, will prove one of the most important links in the Municipal System, and nothing should be done to handicap the City Engineer in completing the system outlined. This will include an extension through the Bernal Cut, for the widening of which funds should be made available. Another most desirable extension will be across Golden Gate Park, which will prove a great accommodation to residents of the Richmond and Sunset Districts and a money-making line for the city. According to the plans of the City Engineer, no injury will be done to the landscape in Golden Gate Park, particular care having been given to run the road where it will not interfere with the purposes of the Park as a pleasure ground and scenic reserve.

Another extension which has been studied by the City Engineer is through the Presidio from the present terminus of the Union Street line to Fort Scott. No recommendation has as yet been made as to the advisability of constructing this extension at the present time, but particular emphasis is laid upon the necessity of the Church Street line extending through Bernal Cut and the Trans-Park line to connect Richmond and Sunset Districts.

The following is the data relative to the Municipal Railways now being operated in San Francisco:

Number of cars, 168 double truck and 29 single truck; total, 197.

Number of conductors, 334.

Number of motormen, 324.

Number of miscellaneous employees, 193.

Civil Service employees, 837.

Are they all residents of this city? Yes.

Total number of accident cases from July 1, 1914, to July 1, 1915: There were 1,767 accident reports turned in. No matter how slight an occurrence, or if an accident happens near the railway and no responsibility lies with the Municipal Railway, an accident report is turned in by the car crew. Therefore 1,767 accident reports does not mean that we actually had that number of accidents.

Amount paid in damages July 1, 1914, to July 1, 1915, \$8,981.90. Of this amount \$4,500 was paid on account of the Granfield case, Granfield having gotten a decision in the court for \$5,200. This accident happened just after the road commenced operation.

Number of claims pending. Very difficult to answer this, as all claims are not formally filed.

Receipts July 1, 1914, to July 1, 1915, gross \$1,670,858.33.

Operating expenses (taxes, depreciation and interest not included), \$918,593.09.

Profit over operating expenses, \$752,265.24.

### Water Supply System

Under the direction of the City Engineer the physical properties of the Spring Valley Water Company have been appraised for the purposes of condemnation and this can be used by the Railroad Commission in determining water rates and the value of the company's holdings.

The City Engineer is proceeding with the Hetch Hetchy development irrespective of the present supply, in order to be prepared for whatever policy is adopted by the Board of Supervisors and approved by the electorate. Contract was awarded on December 6th for the construction of a railroad from Rosasco to Hetch Hetchy dam site at an estimated cost of \$1,543,080. This railroad is an essential to the construction of the dam, as it will save over a million dollars besides the cost of its construction in freight charges.

Nine miles of the roadbed for this railway have already been graded at an approximate cost of \$190,000, and numerous roads have been built in and around the valley.

The tunnel, which will by-pass the Tuolumne River around the dam site, is over two-thirds completed, and the Hetch Hetchy reservoir being cleared of vegetation. A saw mill has been erected and already over a million and a quarter feet of lumber cut into sized timbers and boards, which will be used in the construction of concrete forms, tunnel timbers and camp buildings.

Extensions have been made to the Municipal Water Works pipe distributing system, by which residents of the adjoining outlying districts will be furnished an adequate supply. Wells have been sunk in the Richmond and Sunset Districts to guard against a possible water famine and a reservoir has been designed to occupy a suitable space in Lincoln Park, whence it can supply a pipe distributing system through the Richmond and Sunset Districts. An arrangement has been made with the Spring Valley Water Company by which the water mains of that corporation would be immediately extended to provide a much needed supply to the outlying residence districts.

Various claimants, wishing to injure the City's Water Supply project, have applied for permits in the National Park. Notable among these is the Yosemite Power Company, controlled by the John Hays Hammond interests. These capitalists have already secured for their holdings disposed to the city more than their true value, but are endeavoring further to secure further rights from the National Government adverse to the city. A vigorous fight is being made by the City Engineer and City Attorney against these manipulators. An exhaustive study by the City Engineer's Department and a presentation of the facts to the Secretary of the Interior has therefore been necessary.

## General Office Work

The organization of the City Engineer's Department has been found logical and efficient. The system of inspection allows of the acceptance of no inferior work, and the system of placing responsibility admits of no inefficiency. A testing laboratory in which all of the material entering into municipal construction are thoroughly investigated is maintained at a small relative cost. A Blue Print and Photo Studio does the work for the Engineering Department, and also for the Bureau of Architecture, Assessor's Office and other departments of the City Government, effecting a saving of approximately 30 per cent of the cost of doing this work by contract.

In view of the efficiency of the Bureau of Engineering, the magnitude of the work which is being rapidly accomplished by that Bureau and the great importance of maintaining this standard, it is recommended that the Budget allowances asked by the City Engineer be hereafter allowed without curtailment. This Bureau has been hampered in the past by an insufficiency of funds. A comparison with the work which is being accomplished in other cities and that being accomplished in San Francisco, the Bureau of Engineering is being conducted at about one-half the cost to this city that Engineering Departments of the same size in other cities are being paid.

It is a matter of no small gratification, not only to the engineers employed in the Bureau of Engineering, but to the citizens of San Francisco, that the municipal engineering undertakings of this city received most flattering criticism from visiting engineers from all parts of the United States who recently attended the International Engineering Congress held in connection with the Panama-Pacific International Exposition.

Respectfully submitted,

FRANK MALLOYE,  
WM. O'SHAUGHNESSY,  
CHAS. C. LEVEY.  
JOSEPH KRAUS.



## FIRE DEPARTMENT

San Francisco, Cal., November 26, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Fire Committee begs leave to submit  
the following report:

During the past year this Committee has devoted considerable time in investigating the various branches of the Fire Department, such as the various fire houses, fire boat, corporation yards, central fire alarm station, pumping station, etc.; also considerable time and attention has been given in inspecting various hospital buildings, orphanages, public institutions and lodging houses.

As to the personnel and discipline of the Fire Department, your Committee deems it just to speak its praises of the same. All of the houses are in perfect order and the evidence of business-like discipline is immediately apparent. The Chief of the Fire Department is evidently in close touch with every detail and item of the department and is an energetic, sincere and painstaking commander.

Your Committee recommends that the various frame fire houses be replaced with brick or concrete buildings as fast as possible, as several of the frame structures are not fit abodes for the men. The first of these buildings that should be removed are those located in the down-town sections and erected hastily and in a temporary fashion immediately after the fire of 1906.

In the opinion of your Committee, the first of these buildings to be replaced are the fire houses located at No. 34 Mint Avenue and No. 674 Howard Street. The former is particularly insanitary and a menace to the health of the men compelled to live therein.

We find that horse-driven apparatus is being replaced with motor-drawn vehicles from time to time. This is to be

encouraged to the end that the entire apparatus of the department be converted into or replaced with motor-driven vehicles.

Your Committee also visited and inspected various hospitals, orphanages and public institutions in company with the Fire Chief, Fire Marshal and Chief Building Inspector. The various defects and necessary improvements were pointed out to the officers in charge of these institutions for the purpose of improving conditions from a fire standpoint, with the result that in nearly every instance most of the institutions visited have complied with the instructions and have made the changes and improvements asked for by your Committee.

### St. Joseph's Hospital

As stated in our former report on the above institution, this building is totally inadequate and a positive fire trap. The original structure was built many years ago and used as a private dwelling. Since then wings have been added from time to time. The top floor is used as a home for old women, over sixty-five years of age. The building is considered by competent judges to be a fire trap and impossible of improvement. The only remedy lies in the removal of the present structure and the replacing of it with a modern fireproof building. To this end your Committee had a conference with Archbishop Hanna. It was learned that while the financial condition of the institution would not permit of the immediate removal and replacement of the present building, it was thought possible that a wing of the building could be replaced from time to time until the entire structure was replaced with a modern fireproof building. This is a matter that should be closely followed, for in the event of a fire in the present structure, it is the unanimous opinion of all experts consulted that the building would be entirely destroyed and many of the inmates cremated. This Committee, therefore, most respectfully recommends to its successor that this matter be taken up and followed to a successful conclusion.



## Lodging Houses

This Committee, on several occasions, visited a number of the cheap lodging houses located outside of the fire limits and particularly on Howard, Sixth and Pacific Streets. While these buildings are of the poorest type of construction and positive fire traps, we find that owing to their location they are beyond the jurisdiction of the Fire Department. The owners of these buildings are, however, amenable to the health department rules and regulations. This Committee has, therefore, in conjunction with the health committee, arranged a meeting with the health department of the City and County of San Francisco on December 2, 1915, at 5 p. m., at which time all of the owners and lessees of the objectionable lodging houses will be commanded to appear and it is the intention to require them to alter their buildings so as to conform with the health department regulations. The lodging houses visited are positive fire traps and breeding places of disease and should be improved or removed with as little delay as possible. This Committee will follow the matter closely in an endeavor to accomplish the desired results. It is, however, a matter that cannot be accomplished within the term of office of the present Grand Jury and is another matter that is respectfully submitted to our successors for attention in the interest of the improvement of our city and for the health and protection of our citizens.

Respectfully submitted,

FRANK A. SMITH,  
SAMUEL ADELSTEIN,  
JOS. F. LAHANNEY.

## HEALTH DEPARTMENT

San Francisco, Cal., November 1, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Believing that the Public Health Committee of this Grand Jury is one of the most important committees of this body and realizing the interest that the general public will have in the report of this Grand Jury, your Committee has made a comprehensive, painstaking and detailed investigation as to the manner in which the Department of Public Health is conducted in this city and for that reason, we have, perhaps, extended this report to an unusual length.

All of the officials of the Department have shown your Committee every courtesy and given us all the information sought. From our observations, investigations and associations with these officials, your Committee can conscientiously say that this city is indeed fortunate in having such energetic, efficient and able men as heads of the different departments of the Public Health Service.

These reports embody the activities of the Department of Public Health, and the institutions under its supervision, to-wit: The Tuberculosis Hospital, San Francisco Hospital, Isolation Hospital, Relief Home, and the Emergency Hospital; also a report on St. Catherine's Home, and reports on the Burial of the Indigent Dead and the Conduct of Cheap Lodging Houses.

The Department of Public Health is controlled by a Board of Health, consisting of seven members:

MR. ARTHUR H. BARENDT, President

Dr. Guy E. Manning

Mr. Frank J. Klimm

Dr. A. P. O'Brien

Mr. Arthur M. Sharo

Dr. Geo. B. Somers

Mr. Lawrence Arnstein

The Department of Health is one of the most important branches of the city government. To its care is entrusted the health and life of its citizens.

Its function is to guard the city against epidemics of communicable diseases and control the spread of tuberculosis, typhoid fever, diphtheria, smallpox, scarlet fever, plague, leprosy, etc. It keeps a careful watch over the sanitary condition of school houses and the health of the school children.

It examines regularly the public water supply, and at frequent intervals the numerous wells under private ownership supplying water to tenants of buildings and dwellings.

It examines annually several thousand samples of milk at the point of entry to the city and from wagons delivering to consumers.

Through its bureau of Market Inspection, with its seventeen inspectors, it passes on all meat and meat food products offered for sale in this city.

Through its bureau of Food Inspection it inspects the fish, fruit and vegetables brought into and sold in San Francisco.

Through its bureau of Plumbing Inspection, consisting of one Chief Plumbing Inspector and four assistants, all plumbing installed in new houses and complaints of defective plumbing are investigated and passed on to see that the same complies with the plumbing ordinance.

Through its Industrial Inspection Bureau, places of amusement, factories, workshops, stables, laundries and other places are regularly inspected.

Through its Tenement House Bureau, consisting of two tenement house inspectors, new tenement houses as well as existing tenement houses are inspected in order to see that the same comply with the State Tenement House Act.

It also inspects all maternity hospitals and homes for the boarding of children.

It is doubtful if the average citizen has anything like an adequate idea as to what the Health Department is really doing for him. It is more than likely that his impression of its work is that it is of a meddlesome character, inasmuch as he may be unfortunate enough to have a member of his family come down with a disease that requires his house to be placarded, and his children excluded from school. He may be responsible for the existence of an insanitary nuisance which it becomes the duty of the Health Office to abate. Certain requirements lacking in a building owned by him may have to be complied with, and other unpleasant features of a like nature, which come within the province of the Health Officer to regulate, may present themselves, with the result that doubtless in many instances sinister motives are charged to the department simply because it attempts to enforce the laws and ordinances designed to safeguard the health and comfort of our people.

The organization of the Health Department begins with the Health Officer, a Civil Service employe, who devotes all of his time to the work of his office, a Chief Sanitary Inspector and a Director of Laboratories.

The Central Office is directly under the control of the Health Officer, who by virtue of his office, is the Executive Officer of the entire department.

The Bureau of Sanitation consists of fifty-three inspectors, segregated as follows:

Bureau of Meat Inspection.....	17
"    "    Dairy    "    .....	2
"    "    Milk    "    .....	2
"    "    Food    "    .....	2
"    "    Sanitary    "    .....	4
"    "    "    Disinfection.....	2
"    "    Plumbing Inspection.....	5
"    "    Tenement House Inspection.....	2
"    "    School Medical    "    .....	14
Restaurant and Kitchen Inspection.....	1
Industrial Inspection.....	2

We would call attention to the classification above, showing the distribution of the inspection force. While splendid work is being done with a limited number of employes, much more could be accomplished with additional men in the ranks of Milk and Food Inspection. Under present conditions when occasion requires (and it happens frequently) the Health Officer is forced to enlist the services of inspectors from other branches in order to keep a proper check on the milk supply, this being especially the case when samples for chemical and bacteriological analysis are being taken.

It must be plain to any sensible person that two Tenement House Inspectors cannot properly cover a city the size of San Francisco and enforce the requirements of the State Law as laid down by the Statutes, that is the law the department but attempts to carry into effect.

Industrial Inspection has two employes to its credit. To cover all of the factories and other places of employment where men and women are grouped sometimes in large numbers in places that in many instances are known to be entirely inadequate and often harmful, seems an impossible task, yet good work is being done. One inspector covers or is supposed to cover all of the restaurants, hotel kitchens and other places of a like nature. Many insanitary surroundings have been made cleanly, but it is manifestly impossible to expect that wonders will be performed with one man on the detail.

In the Division of Laboratories, are examined specimens left by physicians to determine the possible presence of diphtheria, typhoid fever or tuberculosis in patients, and other tests are made which are of much value to the practitioner in guiding him as to the proper mode of treatment to apply. In addition to the bacteriological and chemical analysis of samples of milk seized by inspectors, and the drinking water supply, many samples of varied food-stuffs are also examined, chopped meats, sausages and like condiments predominating.

While fairly well equipped for general needs, these laboratories are far from being complete, and suffer by comparison with other institutions of a like character in other cities.

It is intended to transfer the entire laboratory plant to the Pathological Building now in course of construction on the San Francisco Hospital compound when same is completed. It is to be hoped that efforts will be made to fully equip this bureau for the needs of a fast growing city, as the work performed by it is of a most important nature.

The Bureau of Accounts is the Clearing House for every one of the institutions under the control of the Board, and a most complete and comprehensive checking system renders it possible for the Health Officer to review personally every financial transaction of this department which involves the expenditure of \$65,000.00 per month.

No requisition, be it for the smallest or the largest amount, can be honored without the signature of this official. The work of handling a multitude of these requisitions, the majority of which cover the providing of sustenance for hundreds of sick and infirm, is no small task, and the methods used in keeping track of the necessarily large expenditures, are worthy of hearty commendation.

A unit system of cost of maintenance and operation of this large department with all of its ramifications is also in vogue, and affords valuable data to the interested citizen.

With the exception of several technical positions, every employe of the Health Department has received his or her appointment through Civil Service Rules.

It appears to be a fact founded on past experience, that notwithstanding its very intimate relation to the good and welfare of the community, the Health Department has usually been the last of all branches of the city government to receive the recognition to which it is entitled. It is to be hoped that with the awakening of the public conscience to



a clearer conception of the duties and responsibilities of this very necessary arm of the public service, that this department will speedily come into its own.

Situated as is San Francisco on the sea coast where vessels from all parts of the world come and go, it is imperative that the most watchful care be exercised. All of the work of this most important branch of the public service requires constant attention and places great responsibility upon the officials of the Department of Public Health.

In the Health Officer the city has a man who combines with his high standing in the medical profession the genius of splendid executive ability, and who administers the affairs of the Public Health Service in a conscientious and business-like manner that reflects the greatest credit upon the Department of Public Health.

### Inspection

This division is the right hand of the Department of Public Health, in fact, it is both the eyes and hands. We might have disease all around us and not know it unless the inspector discovered it and took the necessary measures to isolate the communicable diseases.

We might eat beef, mutton or pork infected with tuberculosis, drink milk that would give us typhoid fever, or eat fish that would result in ptomaine poisoning, if we did not have an inspector to condemn this diseased food.

We cannot safely depend upon the butcher, milkman, or fish dealer to destroy the diseased food and thereby lose the value of it. As a matter of fact, the inspector is generally roundly abused by these men when he finds it necessary to condemn it.

This work requires a man who not only has the necessary medical qualifications, but who also should possess good business judgment and be of the highest integrity, and in the present Inspector, who has served in foreign countries



and in the United States Public Health Service, we believe this important branch of the Department to be in excellent hands.

### **Tubercular Hospital**

The Tubercular Hospital, located at Twenty-second and Vermont Streets, is a temporary wooden structure, housing about 200 patients at the present time; about 75 female and about 125 male patients. These patients will be removed to the new southeast wing of the San Francisco Hospital, which will be completed in about one year. This wing will cost \$400,000.00 and will house about 250 tubercular patients.

The Chairman of this Committee took special interest in the conduct of the Tubercular Hospital and made a careful, comprehensive and complete investigation during a period of many unexpected visits lasting several hours at a time.

A large number of patients were privately interviewed and their statements taken down, and with the exception that at one time the food was not served to bed-ridden patients as warm as it might have been, and the complaint of some male patients that they were not allowed to leave the grounds without a special permit, no other complaints were made.

There was a legitimate excuse for food not being served as warm as it might have been to bed-ridden patients, for the reason that in this hospital, food has to be transported a long distance in the open air from the kitchen to the patient. However, this has been overcome by the introduction of hot water plates and steam tables, and now food is served piping hot.

It is right and proper that male patients should not be allowed to leave the hospital without a special permit, for the reason that many of them in the past frequented saloons in the neighborhood, squandered what little money they had, and seriously injured themselves by indulging in alcoholic liquors which is highly injurious to tuberculars. In

addition to this, some of these patients would become intoxicated and return to the hospital in that condition and cause trouble among the other patients.

The hospital is kept immaculately clean. The Commissary receives the best quality of food and it is well prepared. This is the only public institution in this country in which the patients are served the same food as the nurses and doctors. Your Chairman can vouch for this as he, on several occasions, personally observed the preparing of the food in the kitchen, the serving of the food to the patients, and in fact, partook of several meals himself.

Many of the patients are fed four and five times daily. In addition to the three regular meals (breakfast, dinner and supper) they are served beef tea, egg nog and milk during the forenoon hours and the same is served during the afternoon hours with the addition of lemonade. There is also a diet kitchen where special diets are prepared. There are many families in this city in comfortable circumstances who do not have any better food and in many cases not as good food as that served to the patients of the San Francisco Tubercular Hospital. Patients have stated that they received better care and attention here than at private hospitals where they were obliged to pay large sums for fees, etc.

Some patients have been here for one, two, three, four and five years continuously.

The patients are attended by physicians from the University of California, Stanford University, College of Physicians and Surgeons, Polyclinic and Hahnemann Hospital.

Two sets of underclothing, a sleeping shirt, a suit of clothes, socks and slippers are furnished those who are unable to provide themselves.

Some of the patients complained of cold in the bath rooms. As there is no heating plant provided in this temporary wooden building, it would be dangerous to install coal oil stoves in the bath rooms because of danger from fire.

However, steam heated bath rooms will be provided in the new hospital.

This most deadly disease, the "White Plague," is a terrible scourge, bringing death and desolation to thousands of homes all over this land and other lands. It has caused more deaths than any other disease.

From the report of the National Conservation Commission on "National Vitality," made to the United States Senate in 1910, we find that "There are constantly ill in the United States of tuberculosis about 500,000 persons, of whom about one-half are totally incapacitated, while the remainder are half incapacitated. The death rate in the United States from tuberculosis equals the combined death rate from smallpox, typhoid fever, diphtheria, cancer, diabetes, appendicitis, and meningitis. There was a considerable decrease in the death rate since 1900." From investigations with local physicians we find that the decrease in the death rate from tuberculosis is greatly due to modern ideas in hygiene and sanitation. Although there are about 200 patients in the Tubercular Hospital, it is estimated by competent authorities that there are from 8,000 to 11,000 tuberculars in this city today.

The medical fraternity claim that this disease is curable if taken in its incipient state. The consensus of opinion seems to be that plenty of good fresh air, wholesome food and moderate exercise are the best remedies. It is high time that some comprehensive and decisive measures be taken to stop the spread of this disease.

For those in the incipient and convalescent stage a Sanitarium should be located in the interior of the State near San Francisco where the climate is suitable. It should be on a tract of land sufficiently large to give employment to those patients who are able to work. The work in itself would be a blessing, taking their minds off their own misfortune. Light industrial farming is the best possible work for them to do, and the Sanitarium should become self-sup-

porting, at least the patients could raise enough vegetables, fruit, butter, eggs and milk for their own use. Such a sanitarium might likewise be used as a convalescent home, to save the city from keeping cases at considerable expense at the San Francisco Hospital.

All employees are entitled to special commendation for the manner in which they attend to their duties.

### San Francisco Hospital

The main group of the San Francisco Hospital, which was dedicated on May 1, 1915, and thrown open for the reception of patients on the same date, is certainly a credit to this community. This hospital, which was erected at a cost of over two million dollars, will compare favorably with any similar institution in this country or abroad. In describing in detail the finish, furnishings and equipment of this magnificent structure and institution, adjectives fail us. We strongly recommend every citizen and taxpayer in this city to visit the hospital to see and judge for himself.

In the arrangements of the main group, the hospital is built to accommodate 520 patients. For the present, they will probably not be able to accommodate more than 400 patients, as the opening of additional wards will entail additional expense in maintenance and operation.

The Superintendent informs us that the budget allowance for 1915-16 is about \$20,000.00 lower than was asked for. Undoubtedly, he adds, a deficit will be incurred, especially as they have made no provision for beds, and there undoubtedly will be a demand for the same to be used during the winter months.

As a plumber and electrician have been furnished this institution, we recommend to the Board of Supervisors that a carpenter also be furnished, for his services are constantly needed to fix and repair jambed doors, broken windows, defective locks, shelving and all constructive work constantly needed in a large modern hospital.

The Pathological building, or northeast wing, is now under construction and will probably be completed within one year. In this building will be the Morgue, Post Mortem Rooms and Chapel. On the second floor, provision has been made for the laboratories now temporarily installed in the Central Office of the Department of Public Health. This will permit of a large laboratory being established at this hospital that will not only serve it, but also the Department of Public Health in general, cutting out the duplication of two large laboratories.

The plans for the Tuberculosis Department, or southeast wing, have been received and submitted in competition to a jury of three to pass upon the same, and an architect chosen; after which it is proposed to proceed with the construction of this new \$400,000.00 wing which will house the tuberculars at present occupying the temporary wooden structure on the corner of Twenty-second and Vermont in the rear of the new hospital. This wing will be completed in about a year and will probably house 250 patients.

In the Superintendent of the hospital are combined the three most valuable and important characteristics so necessary to successfully manage a large institution of this kind: thorough medical training, splendid executive ability and good business judgment, and in addition to all this, he is an enthusiast in his work.

### Isolation Hospital

Many people who have never visited the Isolation Hospital and confounding it with the old Pest House of former years, have such preconceived notions and ideas of it which have so prejudiced them against the Isolation Hospital, that they are in terror of it and have such a horror and dread of it, that they are fearful of allowing relatives and friends who have communicable diseases being sent there for treatment.



Your Committee after many visits and careful investigations of this hospital, finds all the buildings in good condition and kept scrupulously neat and clean.

A pleasant surprise awaits the visitor in the appearance of the grounds, with their well kept lawns and pretty flower beds which form such a pleasing contrast to the surrounding country.

These grounds are of a rocky formation and all of the top soil was hauled in. It is now planned to have all of the fences and buildings covered with climbing roses and vines which will further enhance the pleasing appearance of the grounds.

There were many patients in the hospital, the greater number being diphtheretic. Diphtheria was very prevalent last year. For the twelve months ending June 30, 1915, there were 747 patients admitted as against 465 patients admitted for the fiscal year ending June 30, 1914, showing an increase of 282 patients for the fiscal year ending June 30, 1915. The majority of these patients being diphtheretic.

If relatives and friends who are prejudiced against permitting their children and friends suffering with diphtheria and other communicable diseases, being taken to the Isolation Hospital for treatment, would see the glass cubicle system of caring for these patients, which has been installed, we believe that all such opposition would disappear.

In caring for these diseases, it has been shown that there is no such thing as aerial infection. Those diseases which apparently were air borne, have been proven to have been conveyed by insects, as for example the transmission of yellow fever, by the mosquito; typhus fever, by the body louse, and bubonic plague, by the flea.

In diphtheria and other communicable diseases it has been found that there is in these diseases what is spoken of as a "Danger Zone," that is, a person is safe if he is beyond "Striking distance," i. e., inhaling the particles that come

from talking, sneezing or coughing. This "Striking distance" has been put at three feet.

The glass cubicle system originated in the famous Pasteur Institute in Paris, and is for the first time introduced on this coast at the Isolation Hospital.

In this system, the ward is divided into spaces of 54 square feet and one patient is separated from another by a glass partition seven feet high. The partition along the corridor is of the same construction. The many advantages of this type are discernible at a glance. It permits of a more efficient and economical administration, and nurses can render instant aid to those requiring it.

From the standpoint of the patients, the greater number of whom are children, it enables them to see others and thus remove the idea of solitary confinement. Under this system, every move of the child can be noticed without as much as opening a door. It also prevents the danger of cross infection, that is, of one disease being superimposed on another. The nurse seeing the patient before her, is reminded that the infection is different from the one she has just attended; that she must change her gown, wash her hands, and exercise all precautions in passing from one to another.

A very great point in favor of the cubicle system is the fact that it will serve to remove from the public mind the prejudice that exists against institutions of this character for the reason that relatives and friends will be admitted to see patients just as they are at any other hospital.

By this construction, each patient has 2,000 cubic feet of space with ventilation of such ample character that the air can be changed three times an hour. Additional bath tubs, washstands and toilets have been installed so that there is a bath tub and basin for every six patients and a toilet for every five.



These cubicles or glass enclosed rooms have been installed on both floors of the main building and at present there are accommodations for forty patients. It is planned to have accommodations for thirty-four more patients in the near future.

A comfortable and commodious Nurses' Home has been built on the grounds at a cost of about \$8,000.00. It is a wooden building, modern in every respect, and can accommodate twenty nurses.

A fireproof garage has been constructed to house the autos used at the institution and a Audiffren-Singrum refrigerating machine has been installed that fills a much needed want.

Another improvement was the construction of a morgue and mortuary in the basement at a cost of about \$800.00. This was accomplished through the efforts of this Grand Jury and we are informed that never in the history of the Department of Public Works was an undertaking pushed to a conclusion as rapidly as this.

During the past year, the knoll at the corner of Army and De Haro streets was removed and the dirt was dumped in the depressed portion of De Haro street, so now there is a street of over 50 feet in width which readily permits approach of the Fire Department to the hospital. This work was done by the unemployed from April 5th to May 12th.

We recommend that an additional fire escape be installed on the northern part of the main building and that the present windows facing on the east balconies be cut down to a level with the floors, thus forming French windows which will enable patients to easily step out of their rooms to the balcony and fire escape. Also, that auxiliary fire alarm boxes be installed on the premises.

The heating of the buildings does not seem to be of the best, many of the patients complaining of the cold. The coal bill for the month of August was \$89.99, which is a

fair average. In addition thereto, the gas bill for the same month was \$109.80, and we strongly recommend that a central heating plant be installed and that all of the buildings be heated from it.

We also recommend that the Board of Supervisors take the necessary steps to have the Army street frontage graded or sloped to the street and a sidewalk constructed from the entrance of the hospital on De Haro street to Army street and thence along Army street to the property line.

Your Committee also made several visits to the lepers' quarters. These unfortunates are kept housed in separate buildings and grounds entirely apart from the main hospital. There are 14 inmates, seven of whom are Chinese and the others of various nationalities. All have very comfortable quarters: the Chinese in a cottage by themselves, and the others occupying their own cottage. Both buildings have wide verandas, large hard finished rooms, running hot and cold water and electric lights. Each five rooms having its own bath room and lavatory. Everything about the building is so immaculately neat and clean that the most particular housewife could find no fault.

There is an experienced nurse in charge to care for those unable to care for themselves. The Chinese have their own kitchen where they prepare their own food. For the others there is a white cook and the food is of good quality and well prepared. The patients wait upon themselves and wash and care for their own dishes, so that at no time do they come in contact with the cook or kitchen.

There is a well kept garden, with lawns, flower beds and trees surrounding the buildings, which are attended to by the patients. Those who are able, occupy themselves with wood carving, doing carpenter work, painting and repairing about the premises and keeping them in order.

For their amusement, there is a comfortable social hall, equipped with piano, billiard table, talking machine, and moving picture screen and apparatus.

It is safe to say, that many, if not all of these unfortunates, were never before so comfortably cared for, as in their present quarters.

The recognition of the fact that with our island possessions there is bound to be an increase of the diseases that are endemic therein, especially leprosy, has aroused several of the States to the point of petitioning Congress to have established at once a national Leprosarium. The opposition of all the states to having the home within their own boundaries was so great, that the project of taking one of the islands of the Santa Barbara channel has been receiving some very earnest consideration.

If established, it would be under the control of the United States Public Health Service and lepers from all over the country sent there. That this would be a great boon not only to the City, but the State, no one familiar with the situation will doubt, and all concerned will hope for it early fruition.

The resident physician in charge of the Isolation Hospital, formerly with the United States Federal Health Service, is an expert on communicable diseases.

### Relief Home

The Relief Home for the aged and infirm is located on the Alms House Tract. This institution is splendidly conducted. The inmates are well provided for, being supplied with plenty of good wholesome food. The employing of some of the old men in making repairs around the place and paying them a little wage, is advisable and should be encouraged. It occupies the mind and gives needed exercise to the body. The policy of the Superintendent in utilizing inmate labor should be encouraged in every way possible, as only by keeping his charges busily employed (a large majority having been active laborers) can a semblance of order be kept and the Home made somewhat self-sustaining.

The milk, vegetables, poultry and eggs which are needed in the Home should be raised and grown on the premises. Most of the old people have been accustomed to manual labor, and while unable to enter into competition with younger men and women, they are still able to do considerable work, and they would be much happier to have some work to do. It must be very discouraging to sit still, an object of charity and waiting for death to come.

The Relief Home property occupies a group of two-story buildings constructed of wood and connected by corridors. These house about 1,400 inmates, and being of wood, are always necessarily subject to the fire menace.

It can readily be understood what an awful calamity there might be if these buildings should be destroyed by fire. All of these inmates are aged, a large number being bed-ridden. All of the buildings occupied by the aged and by invalids should be absolutely fireproof. Every one of these buildings should be removed and replaced by fireproof buildings.

We recommend to the Board of Supervisors that provision should be made in the next budget for the gradual rebuilding of the Relief Home. The best method being, in our opinion, to appropriate \$100,000.00 a year and each year build one unit. In this way, in a few years, the entire institution could be reconstructed with fireproof materials without the necessity of a bond issue.

The public is to be congratulated in having in the present Superintendent a man so thoroughly fitted for the management of the Relief Home, a man whose medical, mechanical, legal and executive ability so peculiarly fit him to fulfill the duties of his office; and your committee can only reiterate on his behalf, the favorable commendation of previous Grand Juries.

### Emergency Hospitals

The various Emergency Hospitals were visited and were found neat and clean, and as the name implies, ready for

any emergency. These hospitals are useful, needed and should be maintained, more especially since the numerous automobile accidents that have been so augmented by the introduction of jitneys on our streets.

To show the good work accomplished by these Emergency Hospitals the following report of the various Emergency Hospitals is interesting:

NUMBER OF PATIENTS TREATED AT THE VARIOUS EMERGENCY HOSPITALS, INCLUDING THE CENTRAL, HARBOR, MISSION, POTRERO, PARK AND THE INSANE DETENTION HOSPITAL, FROM JULY 1, 1914, TO JUNE 30, 1915—

CENTRAL

Number of patients treated .....	14,190
Number of ambulance calls .....	3,068

HARBOR

Number of patients treated .....	7,195
Number of ambulance calls .....	2,042

MISSION

Number of patients treated .....	3,705
Number of ambulance calls .....	1,207

POTRERO

Number of patients treated .....	2,255
Number of ambulance calls .....	388

PARK

Number of patients treated .....	2,509
Number of ambulance calls .....	1,340

DETENTION

Number of patients admitted .....	1,563
Number of patients committed .....	1,037

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Grand total of patients treated.....31,417



The Mission Emergency Hospital has been merged with the San Francisco Hospital and is conducted as the Emergency Department of this hospital. This cuts out duplication and no doubt reduces the running expenses of that hospital materially.

We recommend that a new Physopathic Hospital be built either in the Civic Center or with the San Francisco Hospital as part of the present group, doing away with the present Detention Hospital altogether. If necessary to have the Detention Hospital built again, have one built with all modern appliances for hydrotherapeutic treatment of mental cases in connection with the Central Emergency Hospital to be built in the Civic Center.

Los Angeles has a Physopathic Hospital costing \$148,000.00 exclusive of furnishings and that city appears to have a model system for taking care of this class of patients. Under present conditions, it would appear that the handling and care of insane cases, drug habit and drink victims are entirely inadequate in San Francisco, and many patients that could be properly taken care of in a Physopathic ward or building, are sent to the County Jail, while others are committed to State institutions, who might, if held under proper observation for a period of time, be cured, or at least not become a charge upon the State.

We recommend that the permanent Emergency Hospital with headquarters to be erected in the Civic Center, continue to be the clearing house for all the city's indigent sick and poor persons, as at present, and that the institution be equipped with a steam pressure disinfecter.

The present Harbor Emergency Hospital is on leased ground and the city is paying \$225.00 rent per month. There is a vacant lot on Sacramento and Drumm Streets, which was formerly used by the Fire Department as a Corporation Yard. We recommend that this lot be turned over to the Board of Health and that the Supervisors appropriate a



sufficient sum of money in the next budget to erect a permanent Harbor Emergency Hospital.

The saving in rent alone will pay for the cost of a permanent building in a few years.

We also recommend that a small branch Emergency Hospital be established in the far Mission district, preferably somewhere in the vicinity of Onondago Avenue, in the Ingle-side district.

### St. Catherine's Home

For the care of wayward girls, and formerly known as the Magdalen Asylum. This is a quasi-public institution under the management of the Sisters of Mercy and located on Potrero Avenue near the San Francisco Hospital. It is a large, roomy brick building kept in good repair. It has been used for a great many years as a refuge for homeless and wayward girls. At present the city has entrusted the care of 70 girls to the Sisters who receive \$15.00 per month for the care of each girl.

The discipline is all that can be desired. The girls are given schooling every day and are also taught domestic economy, not in theory alone, but in practice—sewing, cooking and care of the house. We went through this building, the school rooms, the kitchen, the dining rooms, the dormitories and various other parts of the building. We have nothing but praise for the institution. There was an atmosphere of sincere desire for the welfare of the girls, and we commend it to the confidence of the public.

### Burial of Indigent Dead

Your Public Health Committee has unearthed a deplorable condition in the present manner of the burial of the indigent dead. Since the fire and up to the present time, the indigent dead have been buried in a private cemetery. Private records have been kept by the undertaker who has the work in charge. No visible marks of identification have

been made in the present cemetery interments and it is doubtful whether or not a specific body could be recovered.

Many of the bodies are buried stark naked in plain wooden boxes. It is the method of the present contractor to wait several days until he has accumulated a number of bodies before taking them down in one load to his private graveyard. He buries all of the bodies about one-half inch apart in a trench.

Much of the fault of present conditions lies with the present system. The contractor receives but \$3.50 for the burial of each indigent dead. Out of this, he is obliged to pay \$1.00 head tax to San Mateo County, thus leaving him \$2.50 net.

Because of the ghoulish methods pursued, there was considerable scandal connected with the burial of the indigent dead before the fire of 1906. To overcome this condition of affairs, the city authorities purchased a plot of land for cemetery purposes in San Mateo County consisting of 25 acres, for which \$8,750.00 was paid, also \$500.00 for surveying the ground and \$2,000.00 to build a road, making a total of \$11,250.00. The city planned to bury its indigent dead upon city property.

The fire of 1906 upset all of these plans and the land was leased to a party by the name of Arata for a period of 25 years at a monthly rental of \$15.00 and the present system entered into.

Your Committee at one time was of the opinion that these 25 acres should be utilized for the purpose for which they were originally intended, but upon subsequent investigation of these 25 acres of land, we find conditions are such, that it will be practically impossible for the reason that about one-third of the land has become unfit for any use, because of washouts caused by the large amounts of water that flow from the water shed on the north into a small creek that borders the city land.

The other two-thirds of the land available, is located on the brow and southerly slope of a hill, but the surface soil is only one foot deep over a greater portion of this land and the underlying soil is a very hard clay.

Further, the road to the city property from the main highway (originally costing \$2,000.00) is almost obliterated.

Therefore, in our opinion, which is shared by the Public Health Committee of the Board of Supervisors, the Board of Health and the Coroner, the question of compelling the City to use this land for burial purposes, aside from the question whether it could be done legally by action being taken to revoke the existing lease, would be a questionable procedure, in that:

1. Considerable money would again have to be spent for construction of a road from the main highway to the proposed City Cemetery.

2. After arrival, the time consumed in order to dig a grave through the hard clay would make it a very expensive proceeding.

Therefore your Committee, after many conferences with the City Attorney, Public Health Committee of the Board of Supervisors, the Board of Health and the Coroner, recommends:

1. That the City acquire by purchase a tract of five or ten acres in the neighborhood of one of the other cemeteries where the cost of burial would not become prohibitive because of the great cost of labor in digging graves.

2. The City by the letting of a contract to a reliable undertaking firm, dispose of its indigent dead by having them buried on city land, under the supervision of the Board of Health.

3. The specifications or regulations of the contract to be as follows:

## Regulations for the Burial of Indigent Dead

1. Each body shall be placed in a coffin made of redwood lumber, painted black on the outside and white on the inside.

The reason for this specification is, that should the body be exhumed shortly after burial, it affords a better and more sanitary aspect, and in addition, painting preserves the coffin a longer period of time than if the same were only stained or left in the unfinished state.

2. All bodies must be wrapped in a white muslin shroud, furnished by the City.

Note: Each institution and the Coroner's office will provide the shroud, obtaining the same from the Supplies Committee, Board of Supervisors, by requisition in the manner that other supplies are purchased.

3. That a record shall be kept of each body interred, giving name of deceased, cause of death, date of death, number of row and grave in which said interment takes place, a duplicate of said record to be furnished to the Board of Health once each week.

4. Each coffin shall be numbered to correspond to a number placed upon the head-board, and the name of the deceased shall be placed in the coffin, plainly written with ink on a white card and sealed in an appropriate bottle.

5. A head-board shall be placed over each grave; said head-board to be of redwood lumber, painted with two coats of white paint and to be of a size 8 inches wide and extending 12 inches into the ground and to a height of not less than 18 inches above the ground. On said head-board the name of the deceased and corresponding number of the grave shall be painted or stenciled in black letters not less than 2 inches in height.

6. All bodies shall be buried in graves not less than 6 feet in depth and in no instance shall more than one body

be placed in one grave, excepting only in the case of infants or children under ten years of age, or excepting in the case of mother and infant, then said grave shall be not less than 7 feet in depth and the head-board shall be plainly marked as is required in the instances of single graves.

7. That a fixed maximum charge be made for the disinterment of bodies.

### **Investigation Into the Conduct of Cheap Lodging Houses**

Your Committee, accompanied by a member of the Board of Health and a representative of the United States Public Health Service, visited a number of cheap lodging houses south of Market Street and found conditions in them disgraceful and deplorable, and in direct violation of the Public Health and Building ordinances.

The so-called "rooms" in these lodging houses rent for fifteen (15) cents a night, and in size, average about five feet wide by six feet long, and some of them even less. In one of these houses, called the Portland, No. 611 Howard Street, we found that a mezzanine floor had been added, the ceiling height being but five feet, ten inches, and to stand up, some of us had our heads between the floor joists.

For fire protection in this same building, they have what are supposed to be water pails, but which upon investigation were found to be old coal oil cans with no handles. Some of them were empty, the water having evaporated. Others were fastened down to brackets high up on the walls. To take down these cans, it would be necessary to tear them from their fastenings, and thereby spill the water.

The buildings are nothing but old barns, similar to those used in the country to stable cattle and horses, with the exception that the space is divided into small stable stalls called "rooms." These "rooms" vary in number from 140 to 200 and 300, according to the size of the house. The passage ways between the rows of "rooms" are so narrow that in places two persons can barely pass.



The rear stairways are so narrow, crooked and rickety that they would give way in case of a rush. It is safe to say that in the event of a fire, many of the poor unfortunates who are obliged to patronize these places, would burn to death like rats in a trap. In some of these places, candles are used, and a careless drunken man smoking in bed, or the accidental overturning of a candle setting fire to the bed clothing, would ignite the flimsy wooden partitions and start a conflagration that would spread so rapidly it would be impossible to extinguish it before the place burned to the ground with a large loss of life.

The buildings visited on Howard Street have nothing but the outside walls and roof, the inside being left in the rough, the joists, rafters and studding all being exposed and covered with cobwebs and dust, the same conditions that one sees in an old barn.

There is practically very little ventilation in these buildings. The foul smell and stench from some of these so-called "rooms" is something frightful. The sanitary laws are also violated, in that some places have but one toilet for 50 men, while the law prescribes that there shall be a toilet for every 25 men. Garbage cans are also kept inside the building.

Not only are these places a menace to the life and health of their patrons, but to the general public as well. Many of the poor unfortunates who are compelled to patronize these houses, contract and develop tuberculosis and other contagious diseases from their foul surroundings, and in time, many of them become charges upon the community.

The monthly income to the landlords of these places is enormous considering the money invested. We were informed that they are filled every night. A two-story building containing 150 rooms at fifteen cents per night, brings in \$675.00 a month or say an average of \$600.00 a month at least. From the manner in which these rooming houses



are conducted, the expenses are very small, so that the net profit must be something tremendous on the capital invested.

If these landlords were to allow more room so as to provide for proper sanitation and install adequate fire protection on their premises, they would still receive a very handsome profit from their investment.

We are told that these buildings were built before the present building ordinances were enacted, and the laws not being retroactive, the Board of Public Works is powerless to compel alterations.

However, the Board of Health has full control over the sanitary conditions. We understand that the owners of these premises were cited to appear before the Board of Health and ordered to make certain alterations and improvements so as to make their buildings comply with the public health ordinances.

We also learned that more than ample time has already been given these owners to make these changes.

That there may be no more procrastination and delay, we recommend that the Board of Health take summary action in this matter, to the end that these buildings be condemned as unfit for human habitation, or to see that they are placed in such proper condition that those who are obliged to patronize them may at least have some measure of comfort and safety as regards their health and life.

Respectfully submitted,

SAMUEL ADELSTEIN,  
J. E. SCULLY,  
BRADFORD LEAVITT,  
M. A. HARRIS.

## DEPARTMENT OF ELECTIONS, COMMISSIONERS AND REGISTRAR

San Francisco, Cal., December 10, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee on Department of Elections, Commissioners and Registrar submit the following as their final report:

The office of the Registrar of Voters and Election Commissioners still remains in the old City Hall building. The office supplies and records are kept in as good condition as the building permits. The vaults are unsafe for the care of the returns, but as the new building will be ready soon after the first of the new year that matter will be provided for in the new structure.

During the past year the Registrar reports that he has examined over half a million signatures to Referendum, Initiative and Recall Petitions. About 75% of all the signatures secured for petitions to be filed with the Secretary of State have been filed with the Registrar of Voters of San Francisco. This city has had to stand three-quarters of the total expense for the examination of all those petitions, and some legislation should be secured so that the expense should be equally divided between the counties of the State instead of the expense being borne mostly by the City of San Francisco.

During the past year the office has held five elections. The cost of the elections held March 16th and April 20th was \$56,649.73. The cost of the elections held September 28th, October 26th and November 9th, appears in the statement of the Registrar, which is made a part of this report:

# Statement Showing Financial Status Department of Elections, December 1st, 1915

Appropriation—General 1915-1916.....\$300,000.00

## EXPENDITURES

### Salaries:

Commissioners, Registrar .....\$ 3,083.25

Deputies, Clerks, etc. .... 29,056.90

### General Expenses:

Primary Municipal Election, Sep-  
tember 28, 1915..... 49,849.90

State Special Election, October 26,  
1915 ..... 36,202.21

General Municipal Election, No-  
vember 9, 1915..... 43,105.60

### Outside Registration:

Clerks ..... 1,100.00

Booths, etc. .... 76.85

Warehouse ..... 1,014.09

### Miscellaneous:

Printing, Stationery, Advertising,  
etc. .... 17,684.55

Total.....\$181,173.35

Balance, December 1, 1915..... 118,826.65

\$300,000.00 \$300,000.00

Special appropriation (no part of which has been  
expended) ..... 50,000.00

## FEES COLLECTED

Indexes to Register.....\$ 484.35

Candidates' Statement Fees..... 1,470.00

\$1,954.35

The office now collects a small fee for indexes, which is 50 cents, and it amounted to \$484.35 up to December 1, 1915. The office also collected \$1,470.00 for candidates'

statement fees, which is the statement or platform of every candidate that was mailed under Registrar's mailing frank to every voter.

The highest per capita cost of election appears to have been in the year 1912, which was 97 cents plus. The lowest was the election held April 20, 1915, which was 25 cents plus.

All the extra clerks were dismissed after the elections. The only clerks employed now are those who are getting the records ready for the new registration which will be opened January 3, 1916, when all voters must re-register.

The Registrar of Voters deserves to be commended for his thoroughgoing and faithful conduct of an important and difficult position.

Respectfully submitted,

JOSEPH F. LAHANEY,  
A. L. FRIEDLANDER,  
FRANK MALLOYE.

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## WATER FRONT

San Francisco, Cal., November 30, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee for the investigation of the Water Front of San Francisco respectfully report as follows:

On the 29th day of November, 1915, your Committee as a preliminary step to its investigations visited the office of the Board of State Harbor Commissioners in the Ferry Building. The President of the Board welcomed your Committee and not only treated its members with extreme courtesy, but facilitated their investigations in every possible manner.

Your Committee had a long discussion with the President in relation to the conduct of the business of the Commission and the various improvements that have been made in the San Francisco Water Front during the tenure of office of the present commission. The President explained fully and in a very interesting and entertaining manner the work of the present Board and allowed your Committee free access to all of the reports, files and records of the State Board.

Your Committee found that the office work of the Commissioners is under the supervision of a most competent force of employees. The work of the office is conducted in a businesslike manner and with proper dispatch, and persons having business with the Board are treated with such courtesy and promptness that the Board has become extremely popular with those who are brought in contact with it.

After leaving the office of the State Board your Committee made an extended tour of the entire Water Front in company with the President, who was of invaluable assistance to your Committee in all of its investigations.

Your Committee thoroughly inspected all of the docks, wharves and buildings which are under the supervision of the Harbor Commissioners. Your Committee found that a most wonderful improvement has taken place in the management of the Water Front and that a vast amount of permanent constructive work of a most excellent character has been accomplished since the appointment of the present Board. The general public of San Francisco has little realization of the immense amount of permanent improvements that has been erected upon the San Francisco Water Front within the past four years. In place of the old unsightly wharves and ramshackle structures that existed under previous administrations, your Committee saw excellent concrete piers, wharves and warehouses, built for durability and attractive from an architectural standpoint.

Under the able management of the President and his associates and assistants the San Francisco Water Front has

been beautified and made worthy of the magnificent natural beauties of the San Francisco Bay and Peninsula.

During the past four years seventeen new piers have been constructed. These piers stand out in sharp and noble contrast to the old decayed wharves and barnacle-eaten piles which were formerly an eye-sore to the public and a menace to life and property.

One notable feature of the administration of the present Board is that in spite of the large sums of money that it has spent on permanent improvements for the Water Front, it has made the harbor self-supporting. All of the cost of construction and maintenance of sea-walls, buildings and wharves, together with all operating expenses, are paid out of the harbor receipts; not a dollar comes out of the public treasury or from taxes.

Your Committee ascertained that the dealings of the Board of Harbor Commissioners have been uniformly fair. Formerly a certain corporation held a monopoly on the coal bunkers on the Water Front, an abuse which has been done away with.

The state now does all of its own dredging at a considerable saving over the methods formerly employed.

Condemnation suits have been instituted by the present Board covering sixty blocks of land on Islais Creek for the construction of the inland harbor.

The Water Front has been beautified and rendered safe to pedestrians at night by the erection of electroliers.

The Belt Line has been laid along the entire extent of the Water Front, thus making for the convenience of ships and bringing rail and water together. This Belt Line is the only one of its character in the United States.

The Embarcadero is being improved by the widening of the street and the construction of two kinds of pavements. Half of the street is being paved with basalt for the use of



teams and drays and the other half with asphalt for automobiles. This arrangement will immeasurably improve the appearance of the Embarcadero and will also make for the convenience of the different kinds of traffic.

A new Post Office has been constructed at the Ferry Building and another Post Office for the use of the Parcel Post will be constructed in the near future.

The Board has given pier space free of rent to the Scannell Fire Boat, thus saving expense to the city and county.

Your Committee concurs in the opinion of the President that traffic conditions could be considerably improved if several new streets could be opened between Market and Mission Streets where the blocks are now extremely long.

The State Board has recently issued in an attractive printed form its Biennial Report for the years 1912 to 1914. This report contains a comprehensive statement of the work done by the Commission during that period of time and is commended by your Committee to the attention of the Public.

Respectfully submitted,

JOSEPH KRAUS,  
CHAS. LEVEY,  
BEN SELIG.

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## PARKS AND PUBLIC SQUARES

San Francisco, Cal., November 1, 1915.

To the Foreman and Members of the Grand Jury of the City and County of San Francisco:

Gentlemen—Your Committee visited the various parks and squares of the city, accompanied by the Superintendent, who called our attention to many contemplated and needed improvements. It is to be regretted that the proposed charter

amendment to increase the budget allowance for park purposes from 7 cents to 9 cents was defeated at the last Charter Amendment election. A more liberal allowance than the present should be made for the proper development and improvement of the beautiful parks and squares of our city.

Even with the present allowance they are kept up in a very creditable manner. In the Superintendent your Committee feels that our city has a man who, although heretofore known only locally for his excellent work, has, since the Panama-Pacific International Exposition and its wonderful landscape and garden effects have been completed, become world-famous.

Baseball is our national pastime. There is no other amusement that young men and boys take to with so much enthusiasm and they should be encouraged. We notice that the baseball grounds in Golden Gate Park are very much crowded on Saturdays and Sundays and we recommend that these grounds be very much enlarged by extending them west-erly across the South Drive to a space of ground about opposite Twelfth Avenue.

We noticed the unfinished condition of Mt. Lake Park and recommend that these grounds be improved.

About \$9,000.00 has been expended in improving Lincoln Park during the past year in constructing a scenic drive connecting the Presidio with the park to the top of Lincoln Hill and to Thirty-third Avenue, a distance of about a mile, through several heavy cuts and fills. The uncultivated part of the park has also been improved, golf links constructed, water pipes laid.

The panoramic view of ocean, mountain, bay and city from Lincoln Park is one of the finest in the world. It should be made one of the show places of our city. Were this park located elsewhere in California the boosters down there would spend large sums of money in developing and advertising it the world over. We recommend that additional money be ap-

propriated to improve the golf links until there are eighteen holes.

McKinley Park was a rocky hill at the first of the year. It has been graded, loamed and manured, sown to grassy lawns and swings installed, all at a cost of about \$5,000.00. This park should be further improved.

Dolores Street has been beautified with oval park spaces, twelve in all, at a cost of about \$6,000.00. These spaces vary in length from about 150 feet to 200 feet each and a width of about 20 feet. Each space is planted with large specimen plants and palms of various kinds. Six park spaces on this boulevard are as yet unimproved.

In Golden Gate Park a drive has been built around the middle chain of lakes and the ground graded, soil hauled in, several thousand shrubs planted, water pipe laid, walks constructed, all at a cost of about \$7,500.00. A drive has also been constructed from Twenty-fifth Avenue to Lincoln Way to the South Drive, a distance of a thousand feet. This driveway is paralleled by a foot path.

In Alamo Square a substantial convenience station has been installed at an expense of about \$4,000.00. In this square cement gutterways have also been constructed throughout the grounds.

Ten thousand trees have been planted in Bay View Park, which is situated in the extreme southeastern part of the city, where parks are much needed. This park is beautifully located with an extremely comprehensive view of bay and shore. We recommend that money be set aside for the purchase of the strip of land 200 feet wide and about 500 feet long between Bay View Park and the waters of the bay so that the park could slope to the water and enable the people to enjoy that feature.

We also recommend that a substantial appropriation be set aside to establish a salt water bathing pond at the western end of Golden Gate Park for the accommodation of the people

who cannot afford to avail themselves of this recreation elsewhere. It is estimated that this improvement will cost about \$30,000.00.

We note with satisfaction that the Board of Supervisors has set aside \$50,000 in the new budget to furnish plans and preliminary work for the beginning of the new sea wall at the ocean beach. We trust that the Board of Supervisors will continue this good work when making up their next budget, to the end that the sea wall will in time be constructed down the entire length of the beach to Sloat Boulevard.

We also note with pleasure that Mrs. H. E. Huntington has donated a very valuable block of land bounded by California and Sacramento and Taylor Streets, and would recommend that the Board of Supervisors set aside a special amount of money necessary to improve this very valuable gift that has been made to our city.

In conclusion, we desire to state that the expert accountant of this Grand Jury in his report says that the accounting system of the Park Commission is simple, comprehensive and adequate in every respect. Further, what is most important, it is being handled and carried out by competent and intelligent employees, whose painstaking care is very apparent.

Respectfully submitted,

SAMUEL ADELSTEIN,  
BRADFORD LEAVITT,  
G. H. WALKER.

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## PLAYGROUNDS

San Francisco, Cal., October 5, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—The advance of San Francisco in municipal affairs during the past year has been most gratifying.

Whilst we are giving thought to matters of construction and development, we should not lose sight of the fact that we are building not only for ourselves, but for future generations. The boys and girls of today are the citizens of tomorrow, and if we want good, strong men and women to carry on our work when our task is finished, we must not only look to the mental development of the child from a scholastic point of view, but his moral and physical welfare also demands our attention.

Modern conditions are such that apartment houses and flats, with their attendant telephones and gas stoves, eliminate the chores which a few years ago helped to fill in the hours between school and bedtime. The old-fashioned home and spacious yard where the girls played house, ring around the rosy, hide and seek, etc., is gone; the vacant lot for ball games, macadamized streets for coasters, wooden sidewalks for marbles and tops are all things of the past; a local ordinance even deprives the boy of today of the pleasure of kite flying.

The only place for the growing child to find recreation is on the streets or in the cheap theatre, where the attractions are of a nature likely to stunt the moral growth and in no way increase physical development.

To provide places where the future rulers of the city can properly develop their physical being and give tone to their moral tendencies is our absolute duty. The best place for such development is on the municipal playground under proper supervision. The Playground Commission is endeavoring to accomplish this end on the play spaces under its control. The department at the present time has jurisdiction over eight playgrounds, supervises play on two school yards, and maintains and operates for the children of San Francisco a swimming tank and bathhouse, modern in every detail.

Your Committee visited the various playgrounds, accompanied by the President of the Playground Commission, and also by the Secretary of the Commission. We became very much interested in what has been accomplished by the Play-

ground Commissioners, who serve without any financial remuneration and who certainly deserve the thanks of the citizens of this city for the good work they have done for the benefit of our children.

The following figures showing the attendance at the various playgrounds during the eleven months beginning July 1, 1914, and ending June 30, 1915, are more eloquent than words:

Bathhouse .....	3,305
Bay View .....	31,897
Excelsior .....	98,797
Hamilton .....	152,015
Jackson .....	77,055
Yerba Buena (school yard).....	38,203
Holly Park .....	42,464
North Beach .....	156,216
Southside .....	160,404
Presidio Heights .....	31,827
Spring Valley .....	9,837
<hr/>	
Total .....	801,712

The following brief description of some of the larger playgrounds will be of interest:

The North Beach Playground, in addition to the numerous sources of amusement provided, such as swings, tennis, basketball, handball courts, contains a swimming pool, which is greatly enjoyed by the children during the summer months. There is also a social welfare building, containing sewing rooms for girls. There is also a spacious baseball ground, baths and convenience station and, in fact, it is a fully equipped playground, under the care of a lady and gentleman director who are on duty during the time the ground is open.

This playground is a boon and a blessing to the children of the crowded and populous North Beach, Latin quarter



and Telegraph Hill district and the grounds are thronged with children during the open hours.

The Southside grounds, located at Seventh and Harrison Streets, are also in a commendable condition, but being new grounds, are not quite as well equipped as the North Beach Playground. There is here a fine baseball ground and a cinder path. Also showers for boys and girls, with ample playground apparatus for the smaller children. The grounds are kept in excellent shape and there is a competent director in charge.

The Jackson Playgrounds, located at Seventeenth and Arkansas Streets, are deserving of more than passing notice. These grounds were originally in a deep hollow and required more than twenty feet of filling. At present it has a fine baseball diamond, a 440-yard track, handball, tennis court and other apparatus for the smaller children. There is also a fine social center building, containing an auditorium where the neighbors gather to hold their meetings. The building also contains an indoor gymnasium, hot and cold showers for boys and girls and a sewing room for girls. There is a competent director in charge.

Presidio Heights Playgrounds, on Clay Street between Walnut and Laurel Streets, is also a finely equipped playground, especially for the smaller children. Being in a populous district, it is immensely patronized by the nurses and small children of the locality.

The Excelsior Playground, located at Russia and Madrid Streets, in the Excelsior district of the far Mission, is in splendid shape. It has a fine baseball field, apparatus for the small children and a small fieldhouse.

Hamilton Playgrounds, between Scott and Steiner and Post and Geary Streets, bids fair to be one of the finest playgrounds in the United States. It is being converted into a park-playground, with all of the finest and down-to-date equipment and apparatus and a modern fieldhouse to contain showers, apparatus, etc. For the social features, it is proposed to use the auditorium in the new Girls' High School

across the street, satisfactory arrangements having been made with the Board of Education.

The success of the Hamilton Park-Playground will be watched with considerable interest, for if this combination turns out to be the success the Playground Commission believes it will be, then it may develop into other parks being turned into combination park-playgrounds, thus increasing the number of playgrounds with resultant benefits to our children.

In the matter of playgrounds, one of the most populous districts in the city has been overlooked. There are about ten schools located in the Mission within the boundaries of Twentieth and Army Streets and Valencia Street and Potrero Avenue. There are about 7,500 children and the number is constantly increasing. There is urgent need of a large and fully equipped playground in this section of the city. Your Committee, accompanied by a principal of one of the largest public schools of this district and officers of the Playground Commission, made a thorough and exhaustive investigation of this district and we earnestly recommend that a block of land be acquired in the district bounded by Twentieth and Twenty-fourth Streets and Mission and Potrero Avenue.

It may be impossible to make such provision at the present time, but we feel that there should be some effort made by the authorities of the city to provide a playground located in the district outlined. If by no other means, then by district taxation. We earnestly recommend that the Mayor and Board of Supervisors give this matter their serious consideration to the end that the Mission children of this district may have a convenient place to develop mind and body.

The benefit the children receive mentally and physically from well equipped playgrounds cannot be valued in dollars and cents when citizenship is taken into consideration.

Respectfully submitted,

SAMUEL ADELSTEIN,

G. H. WALKER,

BRADFORD LEAVITT.

## CIVIL SERVICE COMMISSION

San Francisco, Cal., November 29, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—The Civil Service or “Merit System” of the city government is being well conducted, considering the limited facilities at the command of the Civil Service Commission.

During the fiscal year 1914-1915 the Commission held fifty regular meetings and one hundred and thirty-three special meetings. The applications of five hundred and twenty laborers were registered and twenty-three examinations were held, in which a total of twenty-nine hundred and twenty-six applicants were examined. The total number of city employes under Civil Service on June 30, 1915, including those that came under Civil Service by Charter provision, was forty-nine hundred and twenty-one. Of this number thirty-nine hundred and forty received appointment through Civil Service examination. Several hundred temporary positions are also filled each year by Civil Service clerks, mechanics and laborers.

Among the examinations held within the past year were examinations for the important positions of Superintendent of the San Francisco Hospital, Health Officer of the Department of Health, Superintendent of High Pressure System, and Superintendent of Engines, Fire Department. The Commission is now preparing to hold examinations for promotion in the Police Department as follows:

Class	Date
From the rank of Policeman to the rank of Corporal .....	January 8, 1916
From the rank of Corporal to the rank of Sergeant .....	February 5, 1916
From the rank of Sergeant to the rank of Lieutenant.....	March 4, 1916
From the rank of Lieutenant to the rank of Captain .....	April 1, 1916

Heretofore eligible lists for these classes have been allowed to stand for many years, but the Commission intends in future to hold new examinations and establish new eligible lists for these classes every three years, as it is believed that frequent examinations for promotion will prove an incentive to the members of the department to keep up in their work and to keep posted on all the laws relating to their duties. The same plan with regard to promotions will also be applied to the Fire Department.

The Commission has adopted several new methods for the keeping of its various records by card system, based on book records. At the request of the Commission daily work reports are now being kept by nearly all the departments subject to Civil Service, but the Commission complains that there are a few departments that have refused to keep these records. We therefore recommend that our successors assist the Commission in the securing of these work reports from all departments, as they are essential to the systematic regulation of increases in salaries and the awarding of credits for meritorious service in promotive examinations.

The work of the Civil Service Commission has considerably increased within the past few years by the addition to the Civil Service of the county offices, municipal railways, the holding of medical tests in connection with all examinations, and the checking and approving of pay rolls of all departments subject to Civil Service.

Regardless of the extra work it involves, and notwithstanding the fact that other Civil Service Commissions permit a candidate to review his own examination papers only, examination papers and ratings of all participants in all examinations held in this city are open to the inspection of not only all competitors, but of all other persons as well. The Commission should be commended for its open method of doing business, as this method insures the fairness of our "Merit System" and establishes confidence in those who administer it.

We believe that the meritorious service performed by civil service employees be recognized and that they be rated and rewarded as the commission may deem advisable.

Respectfully submitted,

J. E. SCULLY,

A. L. FRIEDLANDER,

BEN SELIG.

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## PUBLIC MORALS AND PLACES OF AMUSEMENT

San Francisco, Cal., December 8, 1915.

To the Foreman and Members of the Grand Jury of the City and County of San Francisco:

Gentlemen—Your Committee has on several occasions visited places of public amusement in various parts of the city at various hours of the day and night in order to observe the general conditions.

Most of the theatres and the larger motion picture houses have been visited, and conditions observed when attendance was likely to be largest. We took special notice of the manner in which the crowds were handled at certain of the more popular amusement houses on Saturday nights and holidays. Frequently there are two performances of an afternoon and two in the evening and the theatres are filled to overflowing for each performance. The crowd assembling for the second performance formerly blocked the exits and even the sidewalk in front of these places, and in case of sudden panic or fire this would constitute a very serious menace to the lives of the people inside. We found, however, at the present time these conditions have been adequately met by the police and with the co-operation of the management of these theatres and moving picture houses there is no confusion or conflict of the two crowds coming and going.



While it was not strictly within the province of this Committee to look into the matter of adequate emergency exits, we did, however, carefully observe in each case what exits were provided that would be needed in case of fire, also condition of passageways and hallways within the building leading to such exits. In every case we found the conditions satisfactory and have nothing to criticise. The management of the larger places of amusement that handle the crowds would seem to have the situation well in hand, and the Police Department and Fire Department have apparently taken active measures to provide proper handling of the people in emergencies.

On one or two occasions the attention of your Committee was called to certain shows on the Zone of the Exposition, which were reported to be immoral or at least of a questionable character. A word to the officers of the Exposition having charge of the amusement features was sufficient, and after investigation the most objectionable shows were either closed up or their objectionable features removed.

Your Committee visited various other places of amusement, notably dance pavilions where nickel dances are provided, with a view to ascertaining the manner in which such places are conducted—whether the conditions surrounding them are of a nature to conduce to possible immoralities on the part of the young people attending them. We found that a close watch is kept by both private and public police in order to keep out objectionable characters and persons of notoriously immoral character, that no liquor whatever is sold in them, and apparently everything is done to render such places comparatively safe for young men and young women who wish to enjoy themselves in innocent pleasure.

In some cities public dance halls are supported by the municipality, in others by public-spirited citizens who believe that such places properly supervised furnish an unobjectionable outlet for the animal spirits and pleasure-loving and social natures of the young people, who, in many instances,



are cooped up during the day in offices, behind desk and counter, and who frequently live in small, meagerly furnished rooms and boarding houses, have few places where they may meet and enjoy the company of their friends.

It may or may not be advisable for the municipality to provide indoor dancing pavilions, but certainly such places provided by private capital may be so conducted and supervised as not only not to be harmful, but they may even be beneficial. Lack of careful supervision, however, certainly would render them decidedly objectionable and dangerous to the morals of our young people. Some of the cafes and dance halls at the beach and elsewhere are of a different character than those above mentioned—liquor is sold and the places are in every way objectionable.

The general moral tone of our city would seem to be far better than it was only a few years ago. San Francisco is a great seaport and the problems it has to meet along the line of public morals are a good deal more difficult on that account than those confronting most other communities. Soldiers, sailors and tourists come here from all over the world and bring their own standards or lack of them into our midst. Tourists demand to "see the sights," and this demand is met by the creation of fake dives and underground dens, which are not such in fact but are perfectly innocent though looking devilish. This being often just what the tourist wants. They are created and maintained solely to catch the dollar of the out-of-town sightseer. Our people are not interested in them. It is no excuse that this is so, but it is an explanation of why we do not move faster in clearing up all the objectionable places in our city.

It must be evident to any impartial observer that commercialized vice is on the wane. The public conscience has been aroused more and more and as a result commercialized vice is becoming increasingly less profitable. New laws have been enacted and are having their effect. It would certainly be a great thing if our city were rid of the objectionable char-

acters that make their living by immoral practices in the so-called Redlight and Tenderloin Districts. It would seem that they are already decreasing in numbers and that the business is not as profitable as it used to be. The Barbary Coast District, by the prohibition of the sale of liquor in the dance halls, is no longer the scene of wild revelry that it was in old days. The majority of the notorious cafes where liquor was sold and dancing indulged in are now being conducted in a less objectionable manner—no dancing is permitted, nor intoxicating liquors sold, and your Committee believes that there is little, if any, profit derived from operating any of them, so that probably little by little this district will be cleaned up.

The houses of ill-repute in the restricted district are the worst blot on our city's fair name, and it would certainly be a blessing if they could all be closed up, provided we were wise enough to know what to do with the inmates and how to lead them into useful lives. The problem is very complex, but great moral and spiritual forces are at work, new laws have been enacted, public-spirited citizens and organizations are attacking the problem, and it will not be many years before the solution will come.

Every great city has the problem of commercialized vice. Some cities ignore its existence and pretend that there is no such problem, because there is no notorious restricted district. But this is merely smug hypocrisy, the "holier than thou" attitude, and deceives no thinking person. Whatever else San Francisco may be, and whatever other faults she may have, our city is not a hypocrite. Its vice is on the surface and may be easily seen by anyone who goes in search of it. Our saloons are entered by the front door and not by skulking through a side entrance and back door of adjoining buildings, as is done in some places where one sees no saloons on public streets. Our Redlight District is brilliantly lighted up and is easily found by anybody who wants to find it. It may not be a good thing thus to make evident the notorious neighborhoods and houses of ill-fame, but some of us think that

this condition, bad as it is, is rather better than the pretense that there is no such district, that there are no prostitutes, no saloons, no dance halls, and that the high standards of the public morality does not permit such things to exist. when every well informed citizen or tourist knows better. The first step toward a cure is the recognition of the disease. A sore on the surface is far easier to eradicate and cure than a disease which is driven deep within and covered up in the system under a pretense that there is no disease.

Respectfully submitted,

BRADFORD LEAVITT,

E. C. WRIGHT,

CHAS. C. LEVEY.

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## CITY AND COUNTY ATTORNEY

San Francisco, Cal., November 30, 1915.

To the Foreman and Members of the Grand Jury of the  
City and County of San Francisco:

Gentlemen—Your Committee on City and County Attorney's Office visited that office on various occasions, and after a most thorough investigation find that there is a vast amount of most arduous work done by that office, consisting of attendance in court on most important litigation, the drafting of ordinances at times, the rendering of opinions on matters having to do with the city government, and that the business of the office has been increasing steadily for some time past, so much so that it has been necessary for the City Attorney to obtain the services of an extra deputy to assist in the handling of the immense amount of data and records required to be on file in the office.

The services of this deputy are absolutely necessary, and your Committee recommends that the position occupied by him be made permanent.

The following is a resume of the most important work handled by this office during the past year:

### Public Utility Rates

The City Attorney has conducted the defense of the various rate suits now pending in the District Court of the United States, which involves the validity of the ordinances fixing the rates charged by the various public utilities. These cases are now virtually ready for trial.

### Twin Peaks Tunnel

The office of the City Attorney has been called upon to handle six condemnation suits and the litigation by some dozen property owners in which the validity of the Twin Peaks Tunnel Assessment was attacked. Last month Judge Seawell of the Superior Court rendered a decision upholding the tunnel procedure ordinance and the assessment.

### Municipal Railways

Owing to the number of damage suits and claims against the city for accidents on the Municipal Railways a Claims Department was created in June, 1914, to investigate and settle claims for damages. Due to the extent of the city's railway system and the present congested condition of traffic, caused largely on account of the Exposition and the entry of jitneys into the field of common carriers, the number of accidents per month has increased steadily. The total number of accidents for the first five months of the present year being 1,075, as against a total of 682 for the entire year of 1914.

### Hetch Hetchy

It has been necessary for the office of the City Attorney to give a great amount of attention to the litigation rising out of the Hetch Hetchy project. Suits are pending in several outside counties involving the rights of the city, and all applications filed with the Department of the Interior are

carefully scrutinized by this office to see that they do not conflict with this project.

### State Legislature

The careful attention of the City Attorney's office has been given to the proposed legislation which might affect the rights of municipal corporation.

### Islais Creek Streets

The closing of the streets in the Islais Creek district and the opening of new streets in their place involved a large amount of work by the office of the City Attorney. As a result titles to streets which have been obscured for many years have been straightened out.

Among the other matters which have occupied the attention of this office are the Lincoln Park Boulevard, the Sunset streets, the maps of new subdivisions, the straightening of the lines of Portola Drive, the Twin Peaks Boulevard, and the Bay View Park.

It has also been necessary to appear in many of the so-called McEnerny suits, in which the rights of the city were involved.

We believe the City Attorney's office to be conducted in an able and efficient manner.

Respectfully submitted,

CHAS. C. LEVEY,  
G. H. WALKER,  
J. E. SCULLY.



## RECOMMENDATION BY GRAND JURY FOR A CENTRAL OR UNIFORM SYSTEM OF DEPARTMENTAL ACCOUNTS

San Francisco, Cal., November 30, 1915.

In connection with our discussion on Municipal Accounting we will endeavor to roughly outline in this communication, the most apparent defects of the present system (or lack of system) now used and the need of an adequate one.

You will agree with us that efficient administration can only exist when the executives of the City are thoroughly cognizant of all conditions pertaining to the City's financial condition. Right management is dependent on right accounting and certainly the City of San Francisco, spending in excess of fifteen million dollars each year, should be equipped with an accounting system that would graphically show the manner in which this vast sum has been used—whether for operating expense or for investment and improvement. You may rest assured that any private business handling this income would be equipped with an accounting system that would be adequate.

A few of the defects of the accounting procedure now used are as follows:

There is a lack of co-ordination or uniformity. Each department maintains a system of its own, independent of all others. Departmental books and accounts are, with a few rare exceptions, not in accordance with the Auditor's and the fact that nothing exists to compel their being so, widely opens the way for deception—thus, a department may report in its annual statement to the Mayor that its expenses for the past fiscal year have been, we will say for illustration, \$1,000.00—they may actually have been \$1,200.00 or more. A reference to any bound volume of Municipal Reports which you may have at hand will bear out the statement that this condition does actually exist. Compare at random the published statements of any department of any size as to ex-



penditures for any purpose, with the Auditor's Statement in the same volume as to the actual amount that really was expended and by experience we know you will make but few comparisons before you reach the conclusion that something should be immediately done to rectify the accounting system, at least to the extent that unit or departmental figures should be in accordance with those of the Auditor.

No system of audit exists. Reports may be made as heretofore referred to, right or wrong, no one audits them, the maker is not held responsible, and they pass unnoticed, or if the difference is too glaring, it may be readily explained that certain factors legitimately belonging to the department were not taken into consideration and thus the difference arises, and unfortunately this may or may not be the case. Further, each department must now work out its own salvation in regard to accounting problems if the accountant be so disposed, and those that are, we assure you, are in the decided minority. The result is now very apparent, almost as many different accounting procedures exist as there are departments, some good, one or two fine and the larger majority, inexcusable.

In not a few departments we encounter personal accounts laboriously maintained and of no earthly value to justify their existence. Personal Accounts as they are maintained, represent relics of systems installed years ago, patterned after the method of accounts used by the corner grocery store.

In commercial practice accounts of vendors are credited by the purchaser with the amount of the purchase and when the purchaser at some later date pays the vendor, the account is debited and closed, the object being to provide the buyer with a knowledge of his liabilities—but with these several departments, these personal accounts are not opened when the liability is incurred, but after the invoices are vouched for payment and debited, not when paid, but finally approved by the departmental heads and sent to the Auditor. The entire procedure is farcial.

In the past fifteen years the California State Tax Association reports that San Francisco's expenditures have increased 165% with a corresponding increase in population of 46%. To be sure much of this money has been expended for the improvement and betterment of the Municipality, although the figure of increase excludes all bond funds from which the largest and most prominent improvements have been made, but the point we wish to make is simply this: there are no records or accounts to show just how much of these expenditures were Capital Expenditures and how much Revenue Expenditures (Operating Expenses). A proper accounting system would show the City's Assets and its Liabilities listed in very much the same manner as a bank's or a railroad's. Our City is rich—you can read that fact in the newspapers—and we will all agree that it is, but *how* rich—there is no answer, for nothing in the accounts of the City shows its assets, consisting of real property, schools, public buildings, equipment, etc., with their corresponding values. Imagine, if you will, any corporation, operating in California owning property and equipment, not carrying any book accounts of them, unable to say what the value of its holdings are, and the thought will undoubtedly occur to you as it does to us, that our own laws would compel the installation of an accounting system, for no corporation can execute a Tax Report that cannot clearly state its assets and liabilities in terms of dollars and cents.

Right at this time the lack of an accounting system that was cumulative in its data such as business houses maintain, has been very forcibly brought to our attention when we see a large number of the City's most brilliant men working with the City Attorney day and night for months to gather *purely accounting* data for use in the City's defense against the protest tax suits. All the information which they are obtaining should be instantly available and not as it is, hidden in nooks and corners to be dug out by the most tiring and diligent searching.

We have to this point endeavored to clearly demonstrate that the general system now used is "*somewhat lacking*" and that a real system is needed. Such a real system has been carefully thought out and discussed. During 1910 the Merchants' Association (now the Chamber of Commerce) enlisted the efforts of four of the most prominent accounting firms in this city, one with a national reputation, to study the methods then used (and still being used), and suggest a system that would meet our City's needs. After months of labor these four firms submitted a joint report which we sincerely hope you will all obtain and read and which goes deeply into the question. Had the system been adopted and used there would be no necessity of now complaining, but as far as we can learn, the report and the efforts expended were all for naught. Had the investigation and report been made at the request of the City, we believe that we can reasonably say the fee would not have been a penny less than five thousand dollars and probably more. Yet this service which cost the City nothing was ignored.

It may be an impossibility for this body to accomplish the adoption of a uniform system and uniform methods, but there are a few points which, if accomplished, would be a long stride toward that goal, viz:

The rendition of monthly statements instead of annual statements to the Mayor.

Authorizing and compelling the Auditor's Office to check the accuracy of these reports with their records.

Insistence that the various unit or departmental accountants and bookkeepers maintain their records in such a manner that they will agree with the Controlling accounts of the Auditor and, further so that *costs* may be available.

The simplification of the present demand system which necessitates a personal visit to the City Hall to swear to and another at a later date to the Auditor's Office to obtain the warrant.

Elimination of the needless duplication of work and the maintenance of records that are of no value.

Establishment of inter-departmental charges and credits.

You will, we trust, appreciate that this communication has touched on only a few of the defects of the present methods and, as to the benefits of an adequate system, there is no necessity of dwelling, but we will simply say that until the accounting system is rectified, budget making will go on merrily on the same old unscientific lines, resulting in surpluses in some Budget Appropriation and deficits in others and no one will ever know what it really does cost the City to do business.

Respectfully submitted,

WM. P. FILMER,  
JOSEPH MULVIHILL,  
E. C. WRIGHT,  
A. L. FRIEDLANDER,  
BRADFORD LEAVITT,  
G. H. WALKER,  
CHAS. C. LEVEY,  
HENRY GOLDMAN,  
M. A. HARRIS,  
J. E. SCULLY,  
FRANK A. SMITH,  
JOSEPH KRAUS,  
WILLIAM O'SHAUGHNESSY,  
BEN SELIG,  
JOSEPH F. LAHANAY,  
GEO. C. SALCH,  
FRANK MALLOYE,  
SAMUEL ADELSTEIN.

## ACCOUNTANT'S REPORT

San Francisco, Cal., December 3, 1915.

To the Foreman and Members of the Grand Jury of the City and County of San Francisco:

Gentlemen—In my capacity as Accountant to your body, I beg to report that I have completed the work assigned to me with the exception of the examination of the Sheriff's Office, which work will be concluded within the next few days.

The work performed comprised of the audit and examination of the records and accounts in the following offices:

Auditor's Office	Board of Public Works
Assessor's Office	Health Department
Tax Collector's Office	Fire Department
Treasurer's Office	Police Department
Recorder's Office	School Department
Justices Clerk's Office	Playground Commission
County Clerk's Office	Park Commission
Coroner's Office	Board of Supervisors
Public Administrator's Office	

Detailed reports have been rendered upon each department or unit separately to the respective committees of your body. In these reports I have endeavored to explain the existing conditions relative to the accounting systems and methods pursued, and where necessary, to point out the defects and their suggestive remedies.

In addition to these reports, I addressed a communication to your body under date of November 22nd, 1915, in which I attempted to explain my view upon the urgency of revising the accounting methods of the City as a whole. In this communication I have called your attention to the fact

that all departments are operating upon different accounting methods and that there existed no general controlling accounts by which one would be enabled to view the City's activities as a whole.

With the exception of the Park Commission, Board of Public Works, Auditor's Office and Treasurer's Office, the accounting procedure is very lax and while unusual safeguards are taken to prevent the actual peculation or misappropriation of funds, the accounts maintained do not truly reflect the activities of the various departments.

Your Accountant has in all departments been met with the most extreme courtesy and every assistance has been given him to enable the performance of his duties.

Respectfully submitted,

RUSSELL PIERCE,  
Accountant.

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## RESOLUTIONS

*Resolved*, That Mr. Russell Pierce, Expert Accountant of this Grand Jury, is hereby commended for prompt and efficient service in examining records of departments and reporting on same, and particularly for his furnishing of detailed information regarding the shortcomings of having no regular system of municipal accounting.

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*Resolved*, That the Grand Jury expresses its appreciation of the invaluable services rendered by Howard Vernon, stenographer. The work of the Jury has been greatly facilitated by his knowledge of the procedure in all matters pertaining thereto and his efficiency in reporting and transcribing proceedings.



*Resolved*, That Corporal Henry N. Powell, who was assigned to Grand Jury Duty, has at all times performed, in an able and highly efficient manner, all duties required of him and that his services have been greatly appreciated by this Grand Jury.







